DOCUMENT RESUME

ED 198 367 CE 028 085

TITLE	Model Building in Training. Collaboration in Adult Learning.
INSTITUTION	American Univ., Washington, D.C. Adult Learning Potential Inst.
SPONS AGENCY	Department of Education (DHHS), Washington, D.C. Teacher Corps.
PUB DATE	Sep 80
CONTRACT	300-77-0524
NOTE	112p.; For related documents see CE 028 086-087.
EDRS PRICE	MF01/PC05 Plus Postage.
DESCRIPTORS	*Adult Education; *Adult Learning; College Role; Cooperative Programs; Educational Administration; *Educational Cooperation; Higher Education; Institutional Cooperation; Models; Needs; Postsecondary Education; Program Design; *Program Development; *School Business Relationship; *School Community Relationship; *Training; Training Objectives
IDENTIFIERS	Social Security Act Title XX

ABSTRACT

This is the first of three reports geared to educator training and which encompass alternative approaches to collaboration and expert input, as well as a range of diverse topics related to adult learning. This particular document is a colleciton of papers presenting alternative models for collaboration that relate to various aspects of adult learning and training. Model 1 is based on a meeting of experts in higher education who were brought together to identify critical gaps in our knowledge and understanding of adult learning that need to be addressed by educator trainers. The training connection between the business sector and institutions of higher education is addressed in Model 2, by discussing the need for clarifying the interpretations of training as a discipline and a profession, and presenting a cooperative training model that attempts to capitalize on the interests and expertise of both business and higher education. In Model 3, the mission of schools of education is expanded to encompass the world beyond schooling by presenting an organizational model that brings together various academic units to address the training needs of workers. Using a medium-sized, private institution of higher education as a prototype, Model 4 reveals the extent of university faculty and administrator involvement and interest in adult learning-related endeavors and subsequent collaboration with colleages. Finally, Model 5 presents another means of collaboration among experts involving the development of a position paper by each participating professional that addresses a common topic. (KC)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED198367

MODEL BUILDING IN TRAINING

Collaboration in Adult Learning

Winifred I. Warnat, Director
Adult Learning Potential Institute
Teacher Corps
The American University
Washington, D.C. 20016

September, 1980

CE 028 085

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

Written permission to reproduce this work, in whole or in part, except in case of brief quotations in critical articles and reviews, must be acquired through Dr. Winifred I. Warnat.

The research reported herein was performed pursuant to Contract No. 300-77-0524, Teacher Corps, U.S. Department of Education. Contractors undertaking such projects under government sponsorship are encouraged to express freely their professional judgement in the conduct of the project. Points of view or opinions stated do not, therefore, necessarily represent official U.S. Department of Education position or policy.

Contents

Preface.....v

Introduction.....vii

MODEL I: THE TEAM CONFERENCE.....1

Identifying Components of Adult Learning.....3

Participants.....20

MODEL II: MUTUAL CONCERNS AND RESPONSIBILITIES.....21

The Post-Secondary Education and Business Sector Linkage.....23

MODEL III: SHARING MULTIDISCIPLINARY RESOURCES.....49

Higher Education and the World of Work: An Organizational Response to Training.....51

MODEL IV: CASE STUDY.....59

A University's Involvement in Adult Learning.....61

MODEL V: COOPERATIVE ENDEAVOR--INTERPRETING IMPLICATIONS OF LEGISLATION.....73

The Relationship of Title XX and Educational Programming.....75

Human Services as the Tomorrow of Schools of Education.....89

Teacher Corps, Child Development, Title XX, and Early Intervention.....97

Appendix.....107

Participants.....111

Preface

Training is the major formal learning activity of adult learners. Its critical core is an effective model which provides the basis for program implementation. Because of the intricacies of model building for training, a series of three documents geared to educator training has been developed which encompasses alternative approaches to collaboration and expert input, as well as a range of diverse topics related to adult learning. The documents, which fall under the category of Model Building in Training, are:

- .Collaboration in Adult Learning
- .Symposium on Adult Learning Potential: An Agenda for the Future
- .Toward the Twenty-first Century: Critical Issues in Adult Learning

While all address various dimensions of adult learning, each also addresses a unique aspect of model building. One document is a compilation of alternative models for collaboration; another is the proceedings of a symposium involving experts; and another is a series of presentations on future thrusts for educator training.

Because of its lack of specificity in content, design, and presentation, model building is, by far, the most complex aspect of training and is also the most neglected. With the increasing number of training programs being offered educators, program planning and development has become more and more important. Unfortunately, a dearth of literature on training models and model building exists, especially relating to adult learning and educator training.

Model Building in Training is intended to give educators involved in training some new considerations regarding model building that take into account why a program is designed the way it is; the significance of each activity and its outcomes for both the trainer and the trainee; the use and involvement of experts, as well as their range of expertise; and the scope of content that includes that which is obvious, and also that which is subtle. By providing a broad interpretation of model building which takes into account the breadth of adult learning and

the multitude of variations in training modalities that are possible, it is our hope that trainers will be encouraged to stretch their creative talents to constructing innovative approaches to training and adopt new and more comprehensive interpretations of content.

Preparation of these documents involved several people on the staff of the Adult Learning Potential Institute, to whom I am most grateful. Heartfelt appreciation to Juanita Fletcher, Associate Director, who with tender loving care devoted her time, talent, energy, and commitment to making this document a reality. Special recognition for their good humor, team spirit, tireless determination, and skillful work in producing successive versions of this document goes to Marjorie Lambert, Office Manager, who kept it (and us as well) all together, and to Jeanetta Bruce and Terry Raffelt, Research Secretaries, for their indomitable spirit and their tenacious perseverance to complete the task at hand.

Winifred I. Warnat
September, 1980

Introduction

The collaborative process involves a sharing, tearing, and comparing of ideas, opinions, and information of the collaborators who are directed toward a cooperative resolution; as such it is a true exercise in adult learning. Although approached with considerable reservation, collaboration occurs when professionals representing diverse expertise and organizations come together to address a common goal, concern, or topic of interest. Collaboration naturally incorporates adult learning. How it does so is reflected in the five collaborative models presented in Collaboration in Adult Learning. Through the collaborative process, the development of innovative and effective training programs is dramatically enhanced because of the valuable contributions provided by adults with differing perspectives that represent varied knowledge bases and life experiences.

Collaboration in Adult Learning is a collection of papers that presents alternative models for collaboration that relate to various aspects of adult learning and training. Model I is based on a meeting of experts in higher education representing the areas of education, sociology, gerontology, and human development, who were brought together to identify critical gaps in our knowledge and understanding of adult learning that need to be addressed by educator trainers. The training connection between the business sector and institutions of higher education is addressed in Model II, by discussing the need for clarifying the interpretations of training as a discipline and a profession, and presenting a cooperative training model that attempts to capitalize on the interests and expertise of both business and higher education. In Model III, the mission of schools of education is expanded to encompass the world of work beyond schooling by presenting an organizational model that brings together various academic units to address the training needs of workers--technical, professional, managerial--through human resources research, service, and development. Using a medium-sized, private institution of higher education as a prototype, Model IV reveals the extent of university faculty and administrator involvement and interest in

adult-learning-related endeavors and subsequent collaboration with colleagues. Finally, Model V presents another means of collaboration between experts involving the development of a position paper by each one involved that addresses a common topic.

Ideally, Collaboration in Adult Learning serves as a valuable resource for the planning and development of training programs. It is intended to provide program developers with some new and varied interpretations of the collaborative process that directly relate to expert input pertaining to content and to program design. With its focus on the higher education community, it also provides possible options for how it might better serve various adult learner populations in need of special training.

MODEL I: THE TEAM CONFERENCE

Identifying Components of Adult Learning

The Task

The stated purpose of the Identification Team was to discuss and define such terms as adulthood, life planning, and life span learning. As the discussion ensued, the team members also attempted to clarify the notion of "adult learning," as well as the population of adults to be served by this investigation. Further, the Team was to identify and define some of the "critical incidents and transition times" occurring in adulthood.

The adult learning populations under consideration are teachers, both inservice and preservice, and parents of school aged children. The focus of the discussion was primarily concerned with how "life crises" bear upon the teachers performance in the classroom. As for parents, the focus was on how their responses to crisis affected the performance of their children in the classroom.

The Adult Learning Process

The following is paraphrased from the remarks by Edmund Gordon.

One way to study adult learning is to make a list of those features of learning that may differ for adults and non-adult learners and examine them in relation to a stage of development or to a dynamic situation. Motivation, for example, is probably a different phenomenon in adult learning than in the learning of children. By examining motivation from the perspective of a beginning, mid-range and terminal stage teacher, it might be possible to discuss how motivation in adults operates in various situations.

Mechanisms of Learning. In order to perform an educational training function, it is necessary to be more specific about the processes or mechanisms of learning that relate particularly to adults. The reason behind this concern is that mechanisms are situations that facilitate or frustrate learning. Memory function is, in a sense, a

mechanism of learning. Two questions that could be asked are: How does memory function in adults? What kinds of situations do adults encounter that influence the functioning of memory?

Another kind of mechanism is attribution--the value and meaning a person assigns to an experience. Again, how does attribution differ in adult learning? What are the conditions that influence the operation of attribution that facilitate or frustrate adult learning? For example, many adults have acquired and stored information to which they do not respond. They mistreat their bodies by excessive smoking, drinking, or overeating even though they have information that doing so is hazardous to their health. An inquiry into why adults behave this way in the face of adequate information could be very useful.

Such an inquiry might be developed by studying the "tensions" in adult learning. Some of these tensions are:

- .the contradiction between skills mastery and the development of competence
- .the contradiction between providing services that foster dependence and those that enable people to take care of themselves
- .the conditions of learning that actually result in use as opposed to those that result in simple memory.

Two Distinctions Within Adult Learning

Based on discussion, the Team concluded that there are two important distinctions to be made when discussing the adult learning process: (1) To define the propositions (ideas, concepts, and definitions) by which adult learning can be explained. Under this category, a number of important questions were raised by Gordon:

> What is the nature of learning in adults? What are the major features of that process? Does learning during adulthood differ from learning at other developmental stages? Is learning constant, or does it vary during the adult years? What circumstances, conditions and incidents are facilitative, and which are frustrative to learning in adults? What conditions of learning

actually result in action as opposed to those conditions that result in simple knowledge? What are the areas of tension in adult learning, vis à vis skill mastery versus competence, service versus enablement, resource development versus resource utilization, and knowledge acquisition versus action?

(2) The procedures, or enabling activities that make it possible for adults to learn, i.e., the problem solving strategies and resources adults use as they go about facing and solving the problems inherent in "life crises." In short, the context for discussion of adult learning was the problem adults encounter and the crises situations in which they must think, feel, and act. The Team concluded that this distinction is of primary concern. However, choosing to focus on this later distinction in no way negates the importance of the former. A discussion of the questions relating to the adult learning process dealing with distinction one might better be raised at a future meeting of the Team.

Adult Learning Based on "Needs"

A discussion of adult learning cannot proceed without defining it in terms of the "needs" adults have and the problems they face. Unlike mass compulsory education for children, adult education (learning) must begin by focusing on the needs of the learner. The adult only engages in the learning process when the need arises: "If I need to learn something to satisfy some need, I will find the resources to help me do so." In short, the adult self-selects into a learning group.

One way to understand this is by viewing the learning process as a dialectic. Everything seems to be going along all right in a person's life, but the longer one stays in a role (say, that of wife), the more likely it is that a period of decline will occur because certain aspects of the role are perceived as unchallenging. The person begins to experience boredom. What he or she does with the boredom determines whether there is growth or continuing malaise. If he or she

chooses to grow, to change, to become, to seek new resources, then learning can and probably will take place.

Very often, however, the people who enlarge their resources are the people who have already learned how to learn. A major problem is how to build into the structure ways and means that move the adult non-learner to take advantage of learning opportunities. One speculation is that structural changes be made that go beyond formal structures to include informal modes where the aim is the acquisition of new skills, knowledges, perspectives and appreciations.

Information has to be carefully timed to the adult's need for that information. The usual classroom mode of instruction has a person store information for recall at some future time. Given the nature of personal crisis situations, adults probably will not do that. Often the best "teacher" is the person who has lived through a crisis and whose only credentials are that he or she has dealt with it successfully.

Unfortunately, the typical educational system does not have the expertise to deal with life crises situations. What is needed are new educational structures that would organize and assemble the resources (ideas, personnel, skills, etc.) available in the larger community. Such groups might meet with the support, encouragement, and assistance of community agencies including the schools. Indeed, schools might provide the institutional setting for getting the word out and for bringing people and resources together.

Support Systems Facilitate Adult Learning

The following is paraphrased from the remarks by Robert Hess.

Adult learning involves relationship roles and feelings about other people. Helping people deal with personal problems requires a sustaining, long term relationship. How adults learn and the modes they use, depend upon the problems they are trying to solve. Unfortunately, the support systems currently available have one feature in

common--they are affectless and impersonal--they are crutches, not support systems. As social agents--doctors, lawyers, social workers, teachers, etc.--are becoming more and more involved in the lives of parents and children and they tend to supply services that do not provide the necessary human interaction. Therefore the kinds of support systems that are needed are those that are capable of helping people establish close ties to others.

One group in particular, single adults, i.e., never married, separated, divorced, widowed, needs this kind of support system. Unfortunately, there are few role models of single adults supporting each other. In recent years, however, single women are doing better at giving and receiving support in small, friendship groups. Men have not learned how to do this. Where personal issues are concerned, they tend to relate to women, while single women can and do relate to each other. One study investigating ways in which men and women, independent of their marital status, use each other as role models and instruments of learning is discovering that women find it easier to do so than do men.

The point is that in planning adult learning strategies it will be necessary to identify problem areas, identify the various kinds of learnings associated with them and then to develop schemes that will allow the differing kinds of learnings to take place. Take the notion of helping people to become more self-fulfilled. It is not something one can teach people in the sense that having friends is a fulfilling experience. But the teacher might be able to get people together in learning situations that would allow them to have contact with each other out of which friendships will naturally grow. Some things can be learned and acquired. They are very different from skills to be taught.

Life Cycle Theory: Implications for Adult Learning

The following is paraphrased the remarks by Zena Blau.

According to the traditional model of the life cycle, people grow, develop and are socialized up to and through adolescence. After adolescence, the person makes permanent commitments to a job (or career) and marriage. Life from that point on becomes a plateau. The adult, having made life-long commitments, engages in certain social roles until "old age" which means exiting from these roles through retirement or widowhood.

However, the traditional model is inadequate. The dual realities of living in a rapidly changing society and living longer means that many people are experiencing personal disruptions (divorce, changes of career, retirement) that lead to frequent exits and entrances into roles once considered as stable. Today people must have a larger reserve of social resources and experiences, as well as the capacity to evoke and utilize them, at the time of exit and re-entrance. The entire life cycle can be a period of growth, i.e., losses, new adaptations, exits, and re-entrances. Adolescence is not just one time in a person's life. Rather it should be thought of as any period when one makes, or contemplates making, a change in life direction. When one undergoes such a change, a kind of identity diffusion occurs. This diffusion tends to force the person to ask, "What resources do I have, or will I need, to put myself back together again?"

Exits from roles, with attendant consideration of reentry into different roles, tends to be disruptive. These disruptions are usually seen as inherently bad. But are they? The answer depends on the person. During disruptions a person's identity structure breaks down allowing him or her the opportunity to evoke new or alternative resources, or for developing new ways of coping with life. The possibility also exists for a person to become debilitated by the experience and turn to drugs, alcohol, and other means of escape.

Adult learning implies a rejection of the older model of the life cycle. Growth does not end with adolescence or youth. The new view of the life cycle sees many times of changing commitments to be

made; of new challenges to be faced; and new resources to be evoked. It is during this period, when one is seeking and developing new resources, that adult learning is most possible.

Pre-retirement Education and Life Planning

The following is paraphrased from the remarks of Virginia Boyack.

The Pre-Retirement and Life Planning Project focuses on the problems that middle-aged and older adults have in planning their futures. It is a learning process that provides the kind of environment in which participants can identify their problems, potentials and options relating to the kinds of future they desire. In this program the learners are helped to develop strategies getting at particular problem areas. To this end, the program staff provides resources while encouraging participants to find their own resources through the process of planning, developing, and resolving some of the issues important to them. An example of this is in the area of financial planning. The first step is helping the participants discover their present financial position. They are then helped to consider the kind of life style they desire now and during retirement. Once they have realistically considered this desired outcome, they are encouraged to develop strategies toward fulfilling particular life style goals.

The emphasis in this aspect of the planning process is upon establishing realistic expectations. At the beginning of their training, many middle-aged people say they want to travel a great deal during retirement. After going through the program, travel, because it is so expensive, becomes less important. If travel is still desired, plans are modified to include only the most important places. Finally, participants plan how they will obtain the financial resources needed to reach their goals. This process helps them to maintain more realistic control over their future. If, for instance, someone will need $1000.00 per month to have a particular kind of life

style and only has $800.00, it is important that he or she know this to find out where the other $200.00 will come from. A younger participant with a similar problem, may strive towards establishing some kind of alternative potential income to increase the amount of money available.

The Pre-Retirement Education Project (PREP) has identified a number of topical areas of concern to persons engaging in life planning. Some of these topics are: (1) the necessity of planning, including destroying the myths of aging (many people resist pre-retirement planning because they do not want to see themselves as aging); (2) developing an economic I.Q.; (3) understanding the middle years (what's happening to you during this time of your life?); (4) using time wisely and seeking self-fulfillment; (5) an assessment of the future, based upon; (6) values clarification; and (7) for PREP trainers--how do you help people plan?

The Andrus Center is also working with minority populations through a CETA-PREP project. Twenty-five minority people are being trained to go back into their communities to help others identify potentials and develop options. It is expected that they will experience training techniques, enabling them to be eligible for entrance level administrative positions in a variety of federal programs.

The Pre-Retirement and Life Planning Project staff has discovered that working with these minority participants means helping them resolve personal (home) problems before they are even willing to get into other kinds of learning situations. Helping them deal effectively with personal problems, however, is fertile training for learning how to help others solve similar problems. A primary function of the CETA-PREP project is to help these minority persons go back into their communities and get positions as "problem solvers" for others in like situations.

Critical Incidents and Transition Times

The Identification Team attempted to identify and define some of the critical incidents/transition times--marriage, divorce, death of a loved one, parenthood, unexpected illness, financial problems, enfeeblement of a parent, etc.--and how these incidents impact on the adult learning process. This kind of investigation hopefully would lead to finding ways to help teachers better understand themselves and how they deal with their personal life crises. Such understanding would help teachers understand and help others, especially children, deal with their personal crises. But, how can we (Teacher Corps, for example) provide learning experiences to enable a person in a crisis situation to respond more effectively, or to use the product of that learning in a more effective way?

The team focused on two major categories of critical incidents--personal disjunctures and structurally induced stresses--in an attempt to bring the problem into sharper focus. From a base of personal and professional experience, the team shared insights and opinions about many facets of critical incidents/transition times. The stimulating discussion made obvious the fact that there was much more to this complex subject than could be dealt with in such a short time. Indeed, the discussion raised many more questions than answers.

Some Critical Incidents Adults Face

Teachers are as vulnerable as any other segment of the population to life crises. On this subject Boyack pointed out, "We must help people resolve their personal problems before they are ready, or even willing to get into other kinds of learning experiences. We've discovered that helping people deal with their human problems is a very important learning in itself."

Aging. Teachers are becoming older as a group. One impact aging has on the learning process is that children seem to learn and show greater respect for younger teachers. Furthermore, like other middle-aged people, teachers are striving for a sense of self and no

doubt some feel the frustration of being locked into a career they find unsatisfying. This leads to a feeling of alienation either because the goals with which they entered teaching cannot be fulfilled, or because the commitment they made is no longer enjoyable or satisfying. They feel trapped because they cannot change careers due to the financial, social and emotional risks involved. The early retirement phenomenon may be one reflection of this alienation. People want to retire early because they are in jobs they hate.

When an individual recognizes he or she is aging, it frequently has an impact on what and how he/she feels about himself/herself, as well as on his/her reactions to others. This impact may trigger a re-evaluation process with the individual questioning whether he/she is attaining life goals. This may lead him/her to question whether he/she should continue in his/her career (teaching) or whether there is some other life style he/she would prefer to develop. For some it may be the onset of the feelings of alienation described above.

The aging person can be helped by confronting the expected problems of aging "head-on." This attack requires raising awareness; developing commitment to do something; self-exploration; planning for and commitment to action.

The Need for Affiliation and the Sexual Response. There is considerable evidence that sexual behavior has changed, but that attitudes towards sex have not. For example, single women between the ages of twenty and thirty go through several phases of sexual freedom. Early on, there is a period of almost promiscuous behavior, followed by withdrawal from sexual activity. During this phase, young women behave as if they do not want to have anything at all to do with men. A third phase follows in which they move on to being more selective in their relationships only having sex with men they like.

After Divorce. A similar pattern of behaviors seems to occur immediately after divorce. At that point, the individual experiences high anxiety and a strong need for affiliation. For some women,

especially those who have only had sex with their husbands, it means re-discovering whether they can relate sexually to another man. It is a period of sleeping around, feeling conflicted, dissatisfied, and guilty after each new encounter. The individual goes through this almost frantic period (lasting about a year) and then moderates his or her behavior. And yet, for women in their fifties and sixties, the opportunities for male companionship lessen. While some women want to remarry, others do not. An important factor in the individual's decision to remarry seems to be the availability of personal resources, including motivation and momentum.

Raised Consciousness. The raising of women's consciousness and the changes in social mores seem to be changing the orientation of younger, divorced women towards remarriage. This group does not seem to be rushing back to marriage as quickly as former generations did. One reason may be that they are exploring and establishing careers. Remarriage is not their first priority.

Depression and Loss of Affiliation. For a very large segment of the population, however, marriage continues to be a top priority. In fact loss of affiliation, or failure to achieve affiliation through marriage, puts considerable pressure on some young women, especially those between the ages of twenty-eight and thirty-two. The lack of affiliation tends to bring on a period of depression and anxiety as they face the issue of whether they will ever marry. After age thirty-two, they have either married or they have accommodated to being single. Either state allows them to bring their depression and anxiety under control.

Threatened Males. Another consequence of changing sexual behavior is its effect on young adult males. As the behavioral expectations of the female have changed, greater pressure has been placed on young adult males. A generation of young adult males, who are threatened with respect to their masculinity, might be under considerable stress.

Changes in Working Conditions and Their Effects on Adults

Some critical incidents are endemic to adulthood in our culture. There are some structurally induced crisis situations within the teaching profession that have an impact on how the individual behaves and how he or she thinks of himself/herself as a teacher. Some examples of structurally induced crises are: (1) working with handicapped children, (2) desegregation, (3) violence and vandalism, and (4) school financial crises.

Teaching the Handicapped. Legislation has been enacted requiring that children with handicaps be "mainstreamed" into regular classrooms. Few teachers have recieved the training to work with handicapped children. This lack of preparation could upset the teacher's sense of self in his or her chosen profession, especially if he/she does not feel capable of handling the situation. The teacher may have selected to work with elementary school children because they are cute and fun to be with. She/he may not be able to stand working with handicapped children.

One thing that has been totally overlooked in the mainstreaming legislation is the impact it will have on the teacher's career. The legislation deals only with the needs of the children, but gives no consideration to the needs of the teacher.

School Desegregation. The desegregation of schools has had a major impact on the careers of teachers. Boyack reported that in Los Angeles, 40 percent of inner city teaching assignments were not filled. It seems that some teachers would rather not take positions than to struggle with what they perceived as impossible situations. Just how these teachers reached their decision not to take these positions is not clear. Some possible reasons could be that they were based on fear, lack of knowledge, or a feeling that they lacked the ability to cope with the problems.

Violence in the Schools. There has been an alarming increase in the degree of violence and vandalism in schools. According to NEA

statistics, assaults on teachers and students are at an all time high, especially in secondary schools. The phenomenon has made many teachers wary of teaching in junior high or high schools, regardless of where the schools are located.

School Financial Problems. Many school districts are having financial problems. In some districts the schools have had to close early. This has placed teachers in a particularly difficult position. The school system's financial crisis creates a financial crisis for teachers whose major source of income is interrupted when schools are forced to close. For many teachers the worry, anger, and frustration leads to exhaustion. It is easy to understand why a teacher might say, "I've lost my motivation. Why should I care about the kids when nobody cares about me or my family?" This sentiment demonstrates quite clearly this teacher's feeling of a loss of esteem for the profession.

Dealing with Structurally Induced Crises

In addressing structurally induced crises, a number of factors must be considered.

Need for Structural Changes. Each of these structurally induced crises has a negative impact on teachers. They place burdens and demands upon him which he can not easily escape or master. If this is so, it may be helpful to recognize that there are some situations to which teachers cannot adapt. The structure must be changed. Perhaps one thrust of this team is to point out that there are some situations in schools today that are untenable. To overcome these situations, or at least to have fewer difficulties, it will require that certain structural changes must be made. For example, alternatives such as jobs should be found for adolescents who do not wish to be in school.

Need for Political Action. Many structurally induced crises often result in teachers feeling powerless and helpless. It is the same feelings minorities have. The way people deal with their helplessness and powerlessness is by forming groups and influencing change

through political and social action.

Mediating Teachers Needs. Finally, structural changes are always involved in shifts of socio-educational policy such as mainstreaming and desegregation. Such changes require some mediation that tends to teachers' needs, as well as to helping them comply with the required changes in social policy. Individuals who experience change also experience a sense of loss. This loss is a disturbance of their identity. Change agents usually do not consider this sense of personal loss in their planning strategies. This suggests the need for developing mechanisms that help the individual deal with changes by helping them incorporate these changes into their identity structure.

Some Responses to Critical Incidents/Transition Times

An individual experiencing a personal crisis is usually confused, suffers from a rise in tension, and from a variety of negative feelings such as anxiety, depression, anger, shame, guilt and frustration. In short, the individual is experiencing distress.

Over-Control or Loss of Control? Some individuals respond to stress induced by change or loss with feelings of insecurity and become less tolerant of any change in their lives. They will exert great pressure on situations to maintain control in at least some aspects of their lives.

For example, a teacher under this kind of personal stress would try to exert considerable control over his or her pupils. Indeed, his/her distress would likely rise if he/she perceives that he/she is losing control over his/her class. No doubt, such a situation is a heavy burden for his/her pupils.

Because there is always an array of patterns of response to any given situation or stimulus, it is also quite possible that some teachers might allow themselves to lose control of the situation with even more distressing results for himself/herself and his/her pupils.

Reactions and Coping Strategies. The foregoing gives rise to the speculation about whether an individual responds to various

life crises with a single pattern, or whether one's behavior varies according to the nature of the crises. One answer is that quite early in life an individual develops a pattern for dealing with crises. One's coping mechanisms are an expression of that pattern, or reaction which develops, and may even shift, over time. The temperamental reaction emerges early, while one's coping strategies develop over time. For instance, some individuals are fighters or survivors. They seem to be energized when confronted with a crisis, viewing it as a challenge. Others, however, respond to crises by becoming discouraged. They modify their behavior by arresting their goals and by becoming overly concerned with security. They try to exert control over future situations to prevent a reoccurrence of painful or threatening incidents.

Conclusions

As the conference approached closure, it was unanimously agreed that the surface had barely been touched in terms of the impact of crises on adult learning and the identification of strategies for implementation. Furthermore, it was felt that further examination of the posited problem addressed at this initial Identification Team meeting was, indeed, necessary.

Need for Theory. Perhaps the single most important outcome of the discussion was the stated need for a theory to explain critical incidents and transition times. The need for such a conceptual model was expressed by Blau, who pointed out:

> The value of a theory is that it provides an individual with new and different ways of looking at reality. Even though a person has looked at a given phenomenon for a long time, he begins to see things he did not see before. He is also able to do things that he could not do before. Theory creates new meaning. As Kurt Lewin said, "There is nothing as practical as a good theory."

Such a theory of critical incidents/transition times would focus upon the phenomena which are usually evident when an individual

struggles with a prevailing life stress, or to a novel situation which tests him or her beyond his/her capacity. Such a theory could provide answers to the following questions:

(1) What is the meaning of the term stress? How does stress differ from crisis?

(2) When is a situation a crisis? How is a crisis precipitated?

(3) What are the fundamental manifestations of intrapersonal crisis in the individual?

(4) What are the intrapersonal or interpersonal dimensions that is the reaction of the individual to the situation that precipitates the crisis?

(5) What are the critical incidents in adulthood and how do individuals cope with them effectively?

(6) What factors make it possible for some persons to manage and grow from the pain, frustration, difficulties, and failures with which they are confronted, while others are defeated?

(7) What are the resources needed to cope successfully with crisis?

(8) How does one develop the capacities for coping effectively with crisis?

(9) What is the nature of structurally induced crisis? Does the individual respond differently to such crisis than one would to personal crisis?

(10) How do critical incidents influence teacher functioning/parental functioning?

(11) What influence does the impact of critical incidents upon adults have upon children, especially their functioning in school settings?

(12) How can the perspectives of teachers dealing with personal crisis be altered in a training context?

Next Steps. Two possible next steps seemed to emerge from the discussion: (1) The need for further discussion of the adult learning process as it relates to the two distinctions identified previously; and (2) The need for at least an examination of a theory of critical incidents/transition times. Given the charge to the Identification Team, it seems that its next step should be to examine theories of critical incidents. Such a consideration would lead to identifying specific critical incidents/transition times occurring in the adult developmental process. This would be followed by the identification of those experts who have concentrated their talents on a particular critical incident/transition time for membership on a subsequent Task Force. A possible strategy for implementing this next step might be to identify expert(s) in crisis theory and invite them to inform the Identification Team about current conceptualizations in their field.

Participants

Zena Blau
Department of Sociology
University of Houston
Houston, Texas 77004

Virginia Boyack
Pre-Retirement Education Project
Ethel Percy Andrus Gerontology Center
University of Southern California
Los Angeles, California 90007

Edmund Gordon
Box 75, Teachers College
Columbia University
520 W. 120th Street
New York, New York 10027

Robert Hess
Stanford University
116 Losis Lane
Palo Alto, California 94303

Recorder

Ronald Tyrrell
Department of Curriculum and Instruction
Cleveland State University
Cleveland, Ohio

Facilitator

Winifred Warnat
Adult Learning Potential Institute
The American University
5010 Wisconsin Avenue, N. W.
Suite 305
Washington, D. C. 20016

27

MODEL II: MUTUAL CONCERNS AND RESPONSIBILITIES

The Post-Secondary Education and Business Sector Linkage

Justification

Although the terms "training" and "education" have synonymous definitions, they are most often interpreted and used as two distinctly separate functions. In the business sector (including industry), there is increasing concentration on training in areas such as skills development, re-training, and retirement preparation. Ironically, post-secondary education, with its primary responsiblity of preparing individuals for the professions, is not involved in any clearly defined manner in the preparation of persons who will function as trainers or in some comparable training capacity. Therefore, business sector representatives responsible for providing personnel training within their respective organizations, in fact, have no specific professional preparation in the area of training to qualify them for conducting this educational activity. It can be said, that trainers and those working in the area of training are, indeed, "self-made" men and women, since the basis for their training credentials rests solely on their interests and experience.

Assuming that a relationship between the business sector and higher educational institutions would be mutually beneficial in efforts pertaining to training, the following questions need to be addressed to begin the process.

1. Is training a new discipline, or does the discipline of education need to be re-defined?
2. How should educational institutions respond to growing training needs in the business sector?
3. What does the business sector need from post-secondary education to address training needs effectively?
4. What can the business sector provide post-secondary education to facilitate the development of its (education's) training capacity?
5. What issues and concerns bewteen the business sector and post-secondary education pertaining to training need to be addressed/resolved?

6. In terms of training, what kind of interchange can and should exist between post-secondary education and the business sector?

7. What steps can be taken by post-secondary education and the business sector to facilitate the interchange?

Effective training is more than the sophisticated use of audio-visual equipment and is beyond the scope of the acquisition of a certificate or a college degree. Therefore the need for information and alternative strategies concentrating on the effective bipartisan involvement of post-secondary education and the business sector as they address training requires in-depth exploration. The underlying current of this effort concentrates on whether or not training should, in fact, be addressed as both a discipline and a profession.

What the Training Model Addresses

Training can be interpreted as being a major service function of the evolving post-industrial society, which is upon us. As a technical society which rewards education and skill, the amalgamation of this function by the educational and technological organizations becomes essential. The training effort is one that contributes to that amalgamation.

According to Daniel Bell, the post-industrial society is:

> "...a changeover from a goods-producing society to an information or knowledge society; and, in the modes of knowledge, a change in the axis of abstraction from empiricism or trial-and-error tinkering to theory and the codification of theoretical knowledge for directing innovation and the formulation of policy.[1]

While the post-industrial society does not displace the industrial society, it does have some new dimensions, such as: (1) the centrality of theoretical knowledge, (2) the creation of a new technology, (3) the spread of a knowledge class, (4) the change from goods to services, (5) the change in the character of work, and (6) the role of women in the workforce. Furthermore, a major problem in a technical sense, is the development of an appropriate internal structure for the developing communication networks, another dimension being addressed by the training effort.

Special considerations relating to the training and retraining thrust of the linkage training model give another significant aspect of its approach. Further credence for the posture it assumes is provided by Where Have All the Robots Gone?, in which Sheppard and Herrick state:

> The most significant conclusion that emerges from the study of the experience of several companies is that for job design work (no matter what you call it, job expansion, meaningful work, or whatever), to be effective, it has to be associated with a program of organizational development, including changes in management thinking and practices, and lots of training and development,..the organizational climate has to be right for it.[2]

Clearly, the training model, which presents a new and innovative option for programs of study as well as provides a new student population, is designed to assist institutions of post-secondary education in identifying and pursuing other viable alternatives to combat declining enrollments. In The Over-Educated American, Richard B. Freeman reveals the current crises facing education and sees as crucial, efforts to find new student clientele. He suggests altering current programs to accommodate the technologically-vocationally oriented student. He further suggests that higher education incorporate programs which address retraining, and that higher education establish linkages with non-academic vocational training as part of the process . Post-secondary education needs to consider alternative strategies, which still are in keeping with academic excellence. This is recommended by the Carnegie Commission on Higher Education in their report, Priorities for Action: Final Report of the Carnegie Commission on Higher Education, which urges higher education to:

> Search constantly for the means to improve the educational experience of students--through more choice among more diverse options, a renovated program of general education, a more constructive environment for developmental growth, more opportunities to mix work and service...They should be more concerned with better teaching, with more effective curricula, and with all the other dimensions of academic quality--seeking more optimal modes of curricular organization and instructional presentation.[3]

An operationally effective linkage between higher education and the business sector is, perhaps, the most significant dynamic of this effort. The importance of collaboration between education and work is presented in The Boundless Resource, written by Willard Wirtz, who states,

> A good deal of the American achievement traces in one way or another to the development of Education and Work as coordinate forces. They have, however, been distinctively separate developments controlled by independent institutional sovereignties--with the consequence that in most people's lives learning and earning pass as totally isolated chapters. This traditional separatism has come under increasing challenge.[4]

In terms of an education-work policy, he says,

> An education-work policy is not one that misconceives of education as having for its purpose the preparation of people for work. Rather, it includes this purpose as part of education's function of preparing people for life, of which work is one part; it takes full account of learning as a human value in itself. Nor is education conceived of here solely in its institutionalized sense.
>
> "Work" is similarly used--not in any narrow vocational sense, although, again, it includes vocational values as an important aspect of work. It refers not to a given but to a changing function, and it refers to labor not only as a unit of production but as a human value.

Furthermore,

> ...bridges can't be built only from one side. There won't be a really meaningful education-work policy until there are developed *collaborative processes* for both the devising and the administering of these "two-world" programs. Beyond this, there is the strong likelihood that to be truly effective these new new processes will have to be developed along lines that include a reactivation of the public interest in this whole area.[6]
>
> . . . . .
>
> To look carefully at this bridge-building at the traditional gap between youth and maturity is to realize that the two worlds of education and work will be drawn together significantly only as it is recognized that this offers at least as much promise to the enhancement of adulthood as it does to the improvement of youth.[7]

Mr. Wirtz then makes the following statement,

> ...that some kind of provision for interspersing the earning and learning of a living, for interweaving employment and self-renewal, is going to have to be recognized as the essential condition for an effective career as worker, citizen, or human being.[8]

Cognizant of the increasing criticism education is receiving in terms of inadequate preparation for the world of work, the training model provides, through its continuing education approach, at least one example of the talents and commitment of post-secondary education to relevance in the education-learning process. A critical adjudication of the crisis in education is presented by Ivar Berg in his work Education and Jobs: The Great Training Robbery. He expounds,

> There is no escaping the fact that in America, the political and social well-being of the individual are bound up with his economic opportunities. It is therefore a matter of great moment to the society whether the economic argument in favor of education takes far more account of the complexities involved in measuring the relationships among abilities, educational achievements, and job requirements.
>
> . . . . .
>
> Policies calculated to generate job opportunities for a growing population would seem to deserve higher priority than those designed to rationalize, by their stress on education, the considerable difficulties imposed on those without academic credentials.[9]

The innovative, yet realistic, assumption of the training model for training employees to function as trainers of other employees is endorsed by Herbert Striner in his work, Continuing Education as a National Capital Investment. He states that

> The U.S. Labor Department, in its experimental and demonstration program, has proved again and again that there are large numbers of individuals who, though lacking formal education credentials, are extremely proficient in teaching special skills...[10]

The linkage training model also makes evident the concern and interest of management to collaborate with higher education in order to more effectively address their critical training/retraining needs. That industry

has been deeply involved in education functions is exemplified by a Conference Board study which concentrates on industry's responsiveness to and involvement in employee education. Probably the most definitive statement on industrial involvement in education is the study conducted by Seymore Lusterman.[11] In that survey, Education in Industry, 610 companies of over 500 employees responded to an extensive twelve page questionnaire. The purpose of the study was to obtain corporate perspectives on employee education and training activities. Essentially the findings revealed the following:

(1) Industry represents a major segment of the Nation's educational system, addressing the gap between the knowledge and skills that employees have and those they are thought to need.

(2) Education and training activities are provided in response to three basic needs:

a. to accomodate turnover and growth in personnel;

b. to adapt to changes in the knowledge and skills required by employees facing technological obsolesence; and

c. to improve the skills and performance of present employees.

(3) Most learning activities do take place on the job, however, off the job learning is also provided through in-house company courses, tuition-aid programs, and other outside courses, such as those offered by associations, professional and trade groups, and proprietary organizations and consultants.

(4) Most business executives believe that higher education could benefit from collaborating with industry in their training efforts, thereby improving the effectiveness of its work education.

(5) The major element of the business approach to education and training stresses greater student involvement in the education process through tailoring methods, reducing course length, designing curriculum to individual needs, and increasing the use of education technologies.

That the model building thrust of this training model is needed

in the employee training arena is reinforced by the few models which exist. In Work, Learning, and the American Future, James O'Toole identifies the existence of only two which are applicable--(1) organizational development, which has been applied primarily to managers; and (2) an off-shoot, socio-technical systems, which has been applied to lower level jobs.[12]

By focusing on employee education alternatives, this model also contributes to improving the relevance of education in relation to job performance. Specifically, it attempts to address the concerns identified in the expository document, Work in America, prepared for the U.S. Department of Health, Education, and Welfare in 1972. The concerns identified include:

(1) the growing questionable validity of the predominant use of education to raise income;

(2) the reduction of job satisfaction and performance in jobs which remain unchanged while requiring more education credentials, and

(3) the lagging accommodation in the design of work to changes in workers and their educational attainments.[13]

In conclusion, this training effort is one which will attempt to contend with the scarcities of the post-industrial society, as identified by Bell, namely,

(1) the scarcity of absorbing massive amounts of information,

(2) the scarcity of coordination beyond the complex, internal organization,

(3) the scarcity of time in a productivity-oriented society.[14]

Objectives

In this program, the following objectives will be addressed:

1. To define and explain training in terms acceptable to both post-secondary education and the business sector.
2. To identify various means by which post-secondary education can respond to the training needs of the business sector.

3. To identify how the business sector can assist postsecondary education in developing its training potential.

4. To specify the major issues and concerns relating to training which confront post-secondary education and the business sector.

5. To determine the kind of interchange which should exist between post-secondary education and the business sector.

6. To develop procedures and methodologies facilitating the interchange between the business sector and post-secondary education as they address training.

7. To provide representatives of the business sector and post-secondary education with the opportunity to exchange ideas and respond to issues and concerns relating to training.

Description of Collaborative Program

This program could involve twenty representatives from the business industry sector and post-secondary education. From the business sector, ten Directors of Education and Training could be invited to participate. A dyad representation of post-secondary education from five education institutions also could be invited. The dyad would consist of a dean from a school of business and a dean of a school of education from selected universitites. In addition to a sponsoring institution, selection of the other post-secondary educational institutions would be based on the outstanding reputations of the institutions as identified by survey. Participation would be by invitation only. No substitute representative could be accepted once agreement to participation is given.

Within a twelve to eighteen month period, the following activities could be conducted, involving four phases:

Phase I. Face-to-face individual interviews would be conducted with each one of the twenty participants. An interview questionnaire could be developed for use during the one and a half hour sessions. The purpose of these personal interviews is to obtain initial perspectives on the participants' positions regarding higher education and business sector/industry response to training as a discipline and as a profession.

Phase II. Each participant could develop a position paper to be shared with the other participants giving their perspective of training and post-secondary education-business sector interface. All twenty papers could then be disseminated to each participant, allowing adequate time to review the papers prior to the Phase II activity. Each paper is also included in the final document that is developed.

Phase III. A two-and-a-half day symposium involving all participants would be conducted in response to the twenty position papers. The symposium proceedings should be recorded, transcribed and edited for inclusion in the final documentation developed in Phase IV.

Phase IV. The major undertaking during this period would concentrate upon the editing and preparation for printing and documentation collected throughout Phases I, II, and III. Documented for dissemination will be the following:

1. Synopsis of the personal interviews
2. Twenty position papers
3. Symposium proceedings
4. Conclusions, recommendations, and strategies for implementation based on participant contributions.

Action Outcomes

In addition to providing new directions to career and professional training, this effort should provide the basis for new collaboration of academic and experiential learning.

The most significant outcomes of the activity include:

- .the initiation of a new discipline of training;
- .the establishment of the profession of training;
- .the revitalization of higher education, especially the discipline of education; and
- .the active collaboration undertaken between the business sector and higher education, and within post-secondary education itself.

Given the documentation, the merits of the suggested program provide the foundation for at least the following endeavors:

1. effectuation of cooperative activities between post-secondary education and the business sector, which concentrate on the dynamics of training as a discipline and as a profession;

2. development of model programs focusing on the new dimensions of training identified to be executed jointly by the business sector and post-secondary education; and

3. implementation of demonstration programs based on the activities conducted and models designed by higher education and the business/industry sector.

Evaluation of Effectiveness

Implementation of the effort will address twelve collaborative training steps which facilitate an ongoing evaluation process. Evaluation of effectiveness should be determined by the accomplishment of those tasks and through the means by which they are achieved. Through the twelve steps, both the general and specific project objectives would be addressed. These steps will take place within the framework of the four phases previously presented.

Step 1: *Organization and Planning*. Within this function, the overall training operation will be determined, as well as the more specific procedures involved with the Development Team Component (DT), the Training of Trainers Component (TOT), and the Retraining Component (RT). Furthermore, this step focuses upon any reorganization in management and procedures, including staff selection, which may be necessary throughout the entire training program period.

A period of preparation for full implementation will initiate the training activities. During this period, staff selection and orientation should be completed, the organizational structure and management should be refined further, and a time line of activities detailed and defined. Another planning period would be designated prior to the onset of the second phase of operation. Within this time span, any major, overall organizational changes will be implemented.

DT. Because of the exploratory nature of the Development Team Component, a planning period should be allowed to initiate the DT. Included in the planning and organization efforts should be input from the members of the Development Team. Since much DT activity will be dependent upon outcomes of the Development Team actions, planning as a function should, in effect, be an ongoing activity throughout the duration of the training effort. Once initiated the Development Team will have the job of planning, as it relates to the training/retraining function, on an ongoing basis.

TOT. As in the DT, the TOT Component would also entail an intensive planning function which should consist of a three month planning period. Because of the experimental nature of TOT, the planning period should be designated well in advance of actual implementation. It should focus upon the identification of the Instructional Team, the development of a program evaluation design, instructional materials, learning activities, and procedures to be followed, as well as subsequent follow-up activities to be conducted. As TOT evolves, staff needs should also change.

RT. Planning for the retraining effort should conduct similar planning activities of DT and TOT, in addition to incorporating both DT and TOT endeavors into the Retraining Program design. Furthermore, preparation of the Retraining Team members, (those who have completed the TOT Pilot activity) should be a major undertaking during the lengthy planning period.

Step 2: *Literature and Field Searches*. This function should occur throughout the duration of the linkage training program. It would concentrate upon conducting extensive literature reviews (including ERIC searches), locating and obtaining significant documents, visiting service delivery sites pertaining to training, and meeting with persons identified as contributors to the areas being explored. In addition, it should also include attending and participating in appropriate national conferences, national advisory meetings, and Congressional hearings. The training staff is responsible for implementing this activity.

DT. In terms of the Development Team, this step would involve compiling data pertinent to the topical concerns identified by the Development Team. Once identified, State of the Art papers should be developed by appropriate staff to provide prevailing perspectives on special topics. In addition, the Team should be conducting site visits, where appropriate, in relation to its model building activity.

TOT. Searches would be conducted pertaining to the training of trainers, specifically, and should be conducted by the training staff. These searches would concentrate on those topical areas which relate directly to identifying and delineating the various elements and aspects of the trainer training process necessary for maximizing its effectiveness. Of particular emphasis should be the compilation of information pertinent to the curriculum development segment of the TOT Pilot component.

RT. Similar to TOT, searches also would be conducted, but they would focus on the retraining of workers. They should concentrate on those issues, concerns, activities, and information pertinent to understanding the extent of past and existing retraining program efforts, particularly as they relate to developing curriculum and designing modules relevant to the Retraining program.

Step 3: *Business Sector/Post-Secondary Education*. Two types of meetings should be ongoing for the duration of the training effort --Development Team meetings and Staff meetings.

Development Team. The core group of the linkage training model, the Development Team, should be involved in collaborative meetings, which should represent the major activity of the Team. The meetings would address an evolving agenda, its process being documented for the duration of the training effort. The work to be performed by the team through these meetings includes the following:

1. identifying and delineating the Team's process and operating procedures;

2. addressing critical concerns and issues relating to the

training/retraining process;

3. identifying search topics pertinent to training and retraining;

4. designing Training of Trainer models for implementation, and

5. designing Retraining models for implementation.

Meetings can be alternately hosted by the post-secondary educational institutions and the business sector and can be arranged by the training staff. All meetings can be chaired by the Co-directors, who also can be directly responsible for meeting agendae, as well as facilitating meeting progress. All meetings should be documented. Modification of the proposed meeting schedule may be necessary as the Team identifies more clearly its mission and the time constraints involved in accomplishing the training acitivities.

Staff Meetings. All training staff will meet periodically, thereby providing a continuity between the educational institutions' and the business sector's programmatic operations. Progress and accomplishments should be reviewed at that time with modifications made accordingly.

Step 4: *Model Building*. While the primary effort of the Development Team focuses on the building of training models, the model building process is multifaceted. This step should concentrate on identifying and critiquing other model building efforts which relate not only to the development of alternative training approaches, but in addition, and more specifically, to innovative designs which focus on the retraining of workers displaced through technological change. Furthermore, the model building process should involve site visits to those retraining efforts currently in progress which have been identified as exemplary. This step addresses two aspects of training--(1) the training of trainers, and (2) the retraining of employees.

Training Trainers. This aspect of the model building activity concentrates on identifying the various aspects of training pertinent to the actual process, regardless of job skills content of occupational

preparation. The human factors, particularly, attitudes, stress, and motivation, which affect participant responsiveness to the training activity should also be focused upon.

Retraining. Focusing on the specifics of training/retraining processes, this aspect of model building concentrates on the larger need population, and the effectuation of attitudinal change concerning receptivity to alternative occupational selections. Also involved is the transferability of existing skills to other occupational areas.

Step 5: *Curriculum Development*. Another major step is curriculum development, that should also involve the surveying of existent training program curricula. To be accomplished within the curriculum development process, modules should be designed which address various aspects of the training function itself. The modules should be interchangeable and easily modified to accommodate the various trainee populations.

Training Trainers. Because of the negligible information available directly addressing the training of trainers, in addition to collecting and assessing existing curricula, emphasis should be placed on developing a totally new series of modules. These modules should focus on the various process elements and special consideration pertinent to the training of trainers which have been identified by the Development Team. Concentration should be placed on the training process in terms of the universality of its functions. Particular emphasis should be placed on participant response within the training environment, i.e., attitudinal change, motivational forces, and stress incidence, as they influence an individual's reaction to the training activity and its anticipated outcomes.

Retraining. The curriculum development activities which concentrate on retraining, also include extensive literature searches and site visitations pertaining to curriculum design and program implementation. Among the innovative dynamics that should be addressed are adaptation to occupational change and transferability of job skills at all levels of work. The Development Team should be instrumental in

designing modules relating to the retraining function in the critical need populations.

Step 6: *User Profile*. A significant aspect of the Project is the User Profile which could be obtained from identified employees who are facing job displacement. The purpose of the Profile is to establish a knowledge base on employee responsiveness to retraining efforts. It should be used as a foundation document by the Development Team as they design the training/retraining modules and programs. Specifically, the Profile should present information that provides a picture of employees' perceived needs, attitudes, concerns, and interests as they relate to (1) job displacement, (2) job relocation, (3) occupational change, (4) productivity, and (5) the efficacy of the retraining practices in which they have participated.

Profile Development. In this activity the User Profile should be designed, which will serve to identify participants for the Pilot activity, as well as the Retraining program which is to be conducted during the implementation phase of the Project. Comparative documents may be utilized; providing they can be located, as an assist to the Profile development process. The Profile should be designed and developed by the Project staff; it should be reviewed and endorsed by the Development Team prior to implementation.

Administration. The User Profile should be administered to the range of employees identified who have been adversely affected by technological change. Participating business sector sites should be determined by the anticipated displacement of workers at the time of administration. The Profile, which may be self-administered, should be conducted by a specially prepared field team. Based on the determination of the Development Team, in addition, interviews may be conducted on a small sample of those involved.

Data Analysis. Analysis of the data collected should include the computerized assessment of data. The basic documentation should present the comparative analysis, as well as findings, conclusions,

and recommendations for implementation in both the Pilot and Retraining activities. The data from the employee profiles and interviews should be analyzed descriptively and inferentially. Although there should be a composite assessment of the entire employee population, each employee group also should be assessed. Each employee group should be analyzed separately to identify any unique characteristics of the differing worker populations.

Step 7: *TOT Profile*. In order to maximize the impact of the retraining effort proposed here, the Pilot activity should concentrate on the training of trainers. Then participants from the target population can be involved and should represent the range of displaced employees. The uniquely designed model, geared specifically for the training of trainers, should be implemented and refined for replication. This specially trained cadre of trainers should form the Retraining Team and begin working directly with employees facing job displacement. Upon completion of the TOT training, these ten participants, in effect, should exemplify relocation to a new occupational area. Their first duty upon completion of their training in the TOT Pilot, should be retraining the participants of the Retraining program of the Project.

Participant Selection. As has been previously mentioned, ten employees, who are facing job displacement, should be selected as participants in the TOT Pilot effort. While specific selection criteria and procedures must be determined by the Development Team, two significant factors contributing to selection are: (1) participants are to represent all levels of employees who are adversely affected by technological change, and (2) the outcomes of the User Profile are to be used in predicting and assessing participant qualifications.

Implementation. The ten trainees would be involved in an intensive program concentrating on the training process with particular emphasis on perspective employee/trainee perceived needs, attitudes, concerns and interests as they relate to:

1. job displacement
2. job relocation
3. occupational change
4. productivity, and
5. experiential impact of retraining approaches.

In terms of the training process, emphasis should be placed upon

1. effectiveness of past and existing retraining efforts
2. stress--adverse influences affecting response
3. motivation--incentives for participation and desired outcomes
4. adaptation to change--adjustment to alternative careers.

The training model would reflect the model designed by the Development Team, and should include individual modules addressing each of the nine topical concerns identified above. The specific training would include a broad range of experientially-based activities which focus on the importance of relevance in the training process in terms of skills development, motivation, and actual application. Instructional personnel should consist of specifically designated persons from the sponsoring institutions, other selected post-secondary educational institutions, and the business sector, which form the Instructional Team for the Pilot effort.

Step 8: *Participating Institutions Conference*. As a major means of dissemination, an invitational conference should be conducted during Phase IV of the Project. The purpose of the conference should be to present to interested representatives from other higher education institutions and business organizations, the range of information concerning the impact of collaboration on the effectiveness of the training/retraining process. Of particular emphasis should be the presentation of the models which have been designed and implemented within the parameters of the linkage training program, including procedures for implementation with modification. Reflecting the functioning of this collaborative endeavor, the Development Team, the Instructional Team, and the Retraining Team

should serve as the human resources available and necessary to assist in the implementation process within other comparable work environments between like institutions.

Step 9. *Retraining Program.* The uniqueness of the Retraining Program is in its use of trainers who have been retrained through the TOT effort, and who have been selected from the target populations. In addition, its design maximizes the outreach potential of the entire effort in that, through the use of the ten newly trained trainers, the retraining of no less than two hundred employees selected from the target populations can become participants in the retraining effort. Initiated during Phase Four, the Retraining Program may become an ongoing activity. Instrumental to the effectiveness of implementation is the involvement of the Development Team, the instructional Team, and the Retraining Team--all three representing the collaborative impact of the linkage system on the training/retraining process.

Preparation Time. Prior to the beginning of the Retraining program, members of the three respective teams may be involved with (1) refining and clarifying the specific details pertaining to the implementation of the retraining model; (2) mastering the elements of the curriculum, especially the modules; (3) obtaining and developing instructional materials; and (4) being involved in the selection process for the employees who participate in the Retraining program.

Selection Procedures. A minimum of two hundred employees should be selected for participation in the initial implementation effort. Specific criteria and procedures can be determined by the Development Team. As in the TOT Pilot selection procedures, those selected may represent the range of employees from the target populations. The results of the User Profiles may also be utilized. Furthermore, the outcomes of the TOT Pilot should provide additional considerations pertinent to the selection process.

Implementation. Upon completion of the initial efforts, retraining activities using the model should be subdivided into occupationally appropriate groups--appropriateness being determined by the

focus of the various retraining thursts of this initial effort. (A crucial aspect will be keeping abreast of critical employee shortages in the various occupations represented--particularly the technical occupations--so that appropraite retraining programs and modules may be provided.)

Although similar to the TOT Pilot program, in that it, too, incorporates the nine topical concerns into its design, major emphasis in the Retraining Program is the employee/trainee, in terms of

(1) the content skills of given occupations;

(2) the transfer of technical skills to other occupations;

(3) the development of under-utilized occupation-related talents;

(4) the adaptation to new careers within the corporation.

While the specific design would have evolved out of the collaborative efforts of the Development Team, it might also capitalize on input from the Instructional Team and the Retraining Team.

Step 10: *Evaluation*. Because of the nature of this collaborative training model, assessment of training effectiveness takes on a number of unique dimensions. Procedures include both formal and informal elements, and include evaluation of both the overall training model, as well as of each component. Each component incorporates a variety of procedures, which should also be applied to the overall evaluation. A comprehensive and detailed Evaluation Process may be designed as the training proceeds.

The ongoing evaluation activities for the total collaborative training effort concentrate on informal assessment procedures, such as staff feedback sessions, progress on task assignments, and continuity of program operations. A significant element of the overall training model assessment is the extent of continued responsiveness of the post-secondary community and the business sector community to the training effort as it progresses.

DT. Evaluation procedures followed by the Development Team should focus on progress reports of accomplishments. A report of each DT meeting should be given which may serve as a constant check point

and update of the model building effort. Accomplishment of task assignments should also serve as one obvious evaluation criterion. In addition, pre and post evaluations conducted in both the TOT component and the RT component might serve as evaluation measures to determine the effectiveness and the progress of the DT component.

TOT. More formal evaluation procedures are followed in the TOT Component. Based on its design, the User Profile can serve as one form of evaluation. More specific might be the pre and post assessment of the actual training activity. Furthermore, the Instructional Team may have daily feedback sessions to measure participant progress and to modify the training design as necessary.

RT. Following a similar evaluation process to that used in the TOT Component, the RT Component should also use the User Profile as one means of evaluation, but may concentrate on the pre and post training program participant evaluations. The Retraining Team also may be involved in an intensive pre and post retraining program evaluation, meeting periodically to discuss training concerns as well as successes through information sharing sessions.

Step 11. *Documentation.* This step involves the preparation of materials based on the data collected, and the recording of program activities for the duration of the collaborative training effort. While data for the final documents may be developed continuously, the polished documents will be completed for dissemination later. Three major documents could be developed for dissemination. Reports and the dissemination documents would be compiled, revised and edited over a specified period of time.

The documentation process should include the use of technical writers, commissioned experts, participants and staff to compile the concept papers and special reports. Progress reports would be compiled by the staff. The documents to be developed for general dissemination might include at least the following three:

1. The Linkage System
2. Training of Trainers
3. Models for Retraining

The Linkage System. This document traces the evolution of the Development Team as the major collaborative entity of the effort. Presented should be its procedures, problems and successes, as well as a recommended plan for implementation and replication. Other dimensions of The Linkage System should include the collaboarative dynamics of the Instructional Team and the Retraining Team.

Training of Trainers. This document should also concentrate on the procedures, problems, and successes of the TOT Pilot activity. Of particular emphasis should be the interaction of the Instructional Team with the perspective Retraining Team members as they undergo the TOT training Process. Included should be a process description of the model used, which was designed by the Development Team, as well as recommendations for implementation and replication.

Models for Retraining. This third document should focus on the model building process which was used, and should incorporate the perspectives of the Development Team, the Instructional Team, and the Retraining Team. A significant aspect should be the analysis of the Retraining Program activity in all its variant forms, including the procedures, problems and successes of the various efforts.

Step 12. *Dissemination.* This step concentrates on the distribution of those writings to public interest groups, particularly those involved with community service and continuing education.

Throughout the duration of the linkage training program, a mailing list could be gathered. That mailing list should include participants involved in the various program activities, all persons interviewed, all interested higher education institutions and business organizations identified, and members of the U.S. Congressional committees concerned with higher education-business collaboration as well as any other persons or organizations requesting any of the documents compiled.

Excluding the submission of training reports, the general dissemination process would not be implemented until the effort is near-

ing completion, that is, when printed documents are available for distribution. Documents will be distributed to everyone on the accumulated mailing list discussed previously. Dissemination is actually the culminating activity of this collaborative training effort.

Inservice Training

Inservice training is integrated throughout the various activities. While mostly unstructured in design, a basic and underlying premise of the effort is its experientially-based learning approach, which is ongoing at all levels. Clearly, the members of the Development Team, the Instructional Team, and the Retraining Team, are constantly involved in an inservice training process directly related to their effectiveness as collaborators and trainers. The specific inservice training procedures for training in the Pilot have not been defined for the Instructional Team or the Retraining Team. They are to evolve as the training effort progresses. However, the most obvious and structured aspect in inservice training is the TOT Pilot with its principles encompassing inservice training as it prepares employees to function as trainers training other employees.

Dissemination

While the focus of dissemination is on the distribution of polished documents describing procedures, outcomes, and recommendations, pertaining to the specially designed training/retraining models, another major and unique aspect of the dissemination process is the conducting of an invitational conference. The working conference is geared specifically to the higher education and business communities interested in using collaboration as a means of addressing the retraining needs of employees adversely affected by technological change.

A dissemination plan may include the following:

1. Educational, Technical and Management Organizations. The appropriate key persons (public relations, editor, human resources) in these organizations should be contacted in order to facilitate the distribution of the final report and special documents. Examples of

the type organizations that should be included are the American Association of University Professors, the American Association of Higher Education, the American Society of Training and Development, the Organizational Development Network, the Socio-Technical Systems Network, the Society for the Advancement of Management, the American Management Association, and the National Management Association.

2. Public and Commercial Media. Television, radio, and various newspaper and general reader magazine organizations should be contacted for possible dissemination of the training results; since the anticipated results will deal with an area of broad-guaged concern, the organizations noted should show interest in disseminating the data to their constitutents.

3. Educational Institutions. Continuing education, in terms of employee training and retraining, is of interest to most educational institutions in the United States; therefore, by highlighting the results of the training effort and emphasizing the relevance to their interests, the opportunity for dissemination among members of the education, technical and management communities in educational institutions should be enhanced.

4. Professional Journals, Publications. Suffice it to say that there are professional journals and publications available to educators and managers in each of their respective disciplines; the editors (or appropriate individuals) of these publications should be contacted, presented with the training results, and requested to publish a summarized version of it; due to the relevance of the information, the opportunity for dissemination of the data should be real.

5. Technical, Educational, Managerial Workshops, Seminars, Meetings, Conferences. Throughout the year, various organizations offer workshops, seminars, and the like to personnel with managerial, educational, and technical backgrounds; thus, due to the potentially high degree of relevance of the training effort to their concerns and interests, dissemination of such data should be possible through them.

Innovation and Utilization

Reiterated throughout the twelve defined steps has been the collaborative training model's focus on the development of new and innovative training/retraining approaches and methods, along with commensurate materials. The model building and curriculum development activities are to result in innovative and effective techniques which should be tried and tested in the Pilot component and the Retraining component.

Materials development is encompassed within the product outcomes of the literature searches, the User Profiles, and the dissemination documents. Not only will they be used within the training effort, but through the conference demonstration of techniques and materials may be presented to participants. Once the training effort has been completed, most significant will be the continued application of the linkage system and retraining models by the business sector along with post-secondary education involvements.

Effectiveness

The following outcomes seem evident:

(1) Upon completion of the collaborative/training model, at least 800 employees who are facing job displacement and are responsive to occupational change could have participated and should have been relocated.

(2) Based on the three teams put into operation by the effort--the Development Team, the Instructional Team, and the Retraining Team--a collaborative Resource Team could be established to provide assistance in expanding implementation and replication of the collaborative training model by other like organizations.

(3) Innumerable options for institutional change through collaboration between higher education and the business sector emerge, including the establishment of a viable communication network, revised and new program development, and preservice and inservice personnel preparation approaches could emerge.

(4) The experientially-oriented dissemination procedure conference, represents the sharing nature and capacity of the linkage system in terms of model building for retraining which has been endorsed throughout the effort.

Coordination

This collaborative training model is designed to demonstrate an effective linkage system between post-secondary education and the business sector, as they develop innovative education programs to retrain workers whose jobs have been adversely affected by technological change. As such, it exemplifies:

(1) the coordination of efforts between higher education, other post-secondary educational institutions, and management in addressing the critical priority identified above, and

(2) a comprehensive approach to solving one of the national problems, as reflected by employee job displacement, related to technological and social change. The entire design reflects the coordination, collaboration, and cooperation, established between education and business as presented through the twelve training steps, in an effort to address a major national concern dramatically affecting the adaption of workers to major changes in the work environment.

References

[1]Bell, Daniel. The Coming of Post-Industrial Society, 2 ed. New York: Basic Books, 1976. p. 487.

[2]Sheppard, Harold L., and Neal Q. Herrick. Where Have All the Robots Gone? New York: The Free Press, 1972. 175-176.

[3]Freeman, Richard B. The Over-Educated American. New York: Academic Press, 1976. 191-193.

[4]Priorities for Action: Final Report of the Carnegie Commission on Higher Education. New York: McGraw-Hill, 1973. p. 89.

[5]Wirtz, Willard. The Boundless Resource. Washington, D.C.: New Republic Books, 1975. p. 13.

[6]Ibid., p. 5.

[7]Ibid., p. 7.

[8]Ibid., p. 8.

[9]Berg, Ivan. Education and Jobs: The Great Training Robbery. Boston: Beacon Press, 1971. p. 191.

[10]Striner, Herbert E. Continuing Education as a National Capital Investment. Kalamazoo: W.E. Upjohn Institute for Employment Research, 1972. p. 67.

[11]Lusterman, Seymour. Education in Industry. New York: The Conference Board, 1977.

[12]O'Toole, James. Work, Learning and the American Future. San Francisco: Jossey-Bass, 1977. 162-163.

[13]Work in America. Washington, D.C.: HEW Report, 1972. p. 111.

[14]Bell, 466-479.

MODEL III: SHARING MULTIDISCIPLINARY RESOURCES

Higher Education and the World of Work: An Organizational Response to Training

Rationale

Throughout the 1970s, a major theme in professional journals has been that schools of education must broaden their mission to respond to the learning needs not only of public school personnel, but also of those in business, industry, government, the military, and the health and social service related fields. Many innovative schools of education across the nation have been in the process of redefining and reconceptualizing programs and policies to reflect a larger mission of human service or human resource education.

This enlargement of mission has emerged partially because of shrinking enrollments in the nation's schools and the surplus of teachers, counselors, administrators and other public school personnel. On a more positive note, this wider mission also represents a response to a growing interest in lifelong learning. In particular, a new perspective for education has begun to emerge that recognizes the value of work and study as alternating or parallel episodes occurring throughout an individual's lifetime. This fundamental shift away from viewing education and work as separate entities that take place at two different periods in one's life reflects the changing demands at the workplace. Problem-solving skills, communication and human relations skills, and a sense of self-directedness and understanding of the forces which shape a free labor market economy are all attributes which workers must possess to compete effectively for today's career opportunities.

Sociologist Daniel Bell notes that since the 1950s we have been a service based, rather than a manufacturing based economy.[1] Work-related training is a major service industry, and it is one that will continue to grow even in a tight economy. The Conference Board, a business research group, estimates that corporate education programs are a multibillion dollar-a-year enterprise and that they employ more

than forty-five thousand people whose primary task is providing training.[2] In 1977, approximately 4.3 million employees of business and industry took courses offered by their companies. In fact, industry now serves as the major institution responsible for educating adults through training.

The American Telegraph and Telephone Company, the nation's largest company, employing over one million people, offers more education related training than any university in the world and spends over seven hundred million dollars a year on educational programs. At AT&T, training programs are targeted towards improving company service. One of the company's training centers at Lisle, Illinois employs over eighty training technologists--people specially trained in the young discipline concerned with systematically developing educational training programs.

While higher education, particularly schools of education, is well equipped to contribute significantly to this training arena, involvement has remained minimal and educators themselves have shown little interest in what businesses call their investment in human resources. Willard Wirtz in The Boundless Resource calls for closer collaboration between higher education and the world of work. Cooperation, he argues, is essential if training efforts are to effectively address both the development of occupational knowledge and skills as well as the worker's need for job satisfaction and sense of personal worth.[3] He notes that:

> ...some kind of provision for interspersing the earning and learning of a living, for interweaving employment and self renewal, is going to be recognized as the essential condition for an effective career as worker, citizen, or human being.[4]

Higher education is facing a period of serious retrenchment as its purpose is being questioned with increasing frequency. According to James O'Toole, professor of management at the University of Southern California who opted to reject tenure, and the contributor to the volume Relating Work to Education, society is demanding accountability from our institutions of higher learning.[5] This accountability is based upon society's questioning the value of higher education in terms of its

relationship to work (much to the chagrin of many scholars), and is contingent upon a cost-benefit analysis of its value to determine the "payoff" of higher learning to the individual, as well as the economy. Public education and teacher education face increasingly dire straits as student populations continue to decline and as disenchantment with public schooling and the teaching profession escalates. The entire May, 1977 issue of the Phi Delta Kappan was devoted to the turmoil that exists in teacher education.[6] Reinforced in article after article was the dilemma that Schools of Education face even more harshly today as they, too, pursue retrenchment and new directions. Based on these social indicators a sound rationale exists for the development and establishment of a special organization, such as an Institute, within institutions of higher learning.

Pressure on industry and education to collaborate is likely to grow during the next decade. The anticipated slowing of the economy will heighten the competition for work. Those with jobs will want access to upgrading and retraining opportunities. Those just entering the labor market will be searching for ways to acquire entry-level job skills. Higher education institutions, particularly schools of education, will need to focus their attention on ways to prepare teachers and trainers to respond effectively to such needs.

Closer collaboration between higher education and the world of work would not only contribute to more effective training and development in industry, but would benefit our institutions of higher education as well. Currently higher education is facing a period of serious retrenchment. Its purpose and its value are being questioned with increasing frequency. Society, while still recognizing the worth of a liberal arts education is asking higher education to provide not only knowledge and culture, but also skills that can yield greater incremental financial stability both to the individual and to the economy as a whole. In short, cooperative endeavors between higher education and the working world would respond to these societal concerns and would energize institutions of higher learning with new purpose and direction.

One way to encourage this cooperation is through the establishment of closer ties between schools of education and business. Such programmatic liaisons are just beginning to emerge in higher education. An important vehicle for accomplishing such collaboration would be the establishment of a service, research, and development Institute that would focus on career development, enhancement, advancement, and change.

Purpose

Within institutions of higher learning, the experience and expertise of two faculties in particular provide a natural connection for responding to the career mobility of workers and the training and development needs of business and industry as well as public school education --a school of education and a school of business administration. The school of education usually has expertise in training, practice, and learning theory; in program development and evaluation; and in counseling for career mobility and transition. A school of business administration has expertise in a wide variety of concerns to business and industry including business administration, personnel, financial management, legal concerns, and public relations. Given that reality, such an Institute, as a joint effort of both a school of Education and a school of Business Administration, would address three purposes:

1. For the university, the Institute would provide a vehicle for stimulating program development, attracting new students, generating contracts and grants for research and service, and facilitating collaborations between various academic units and outside work organizations.
2. For the student, the Institute would provide a vehicle for developing and cultivating knowledge, skills, and experience for enhancing occupational satisfaction, professional advancement, and career alternatives.
3. For public and private sector work organizations, the Institute would provide a vehicle for improving the quality of work life of employees through training activities, career counseling, the transfer of work-related skills, credentialing, and the enhancement of worker relations.

Objectives

The Institute would pursue the following objectives:

1. To establish within a university a structure to address critical training and development needs of public school personnel and of business and industry at both the local and national levels.

2. To enhance the potential for, as well as success in, securing contracts and grants providing training and development services and research in the area of career mobility and transition.

3. To provide a vehicle for communication and collaborative efforts between the schools, as well as with other academic units within the university that have programmatic and/or faculty expertise related to the area of career mobility, especially in terms of training and development activities.

4. To create a cohesive communication network concerned with career mobility between appropriate units of the university community and the world of work community.

5. To provide a vehicle that will stimulate interdisciplinary program efforts at the masters level in the area of career mobility, training and development. A school of education and a school of business administration have potential for collaboration on possible masters programs, and there is usually ongoing dialogue with other academic units within the university as well. Such an interdisciplinary program offers substantial potential for attracting mature students who seek renewed satisfaction and direction in their work world through career mobility and transition. In particular, students with education skills and experience can be prepared for new roles in the training and development of business and industry.

6. To conduct workshops, seminars, and conferences on career mobility that respond to the needs of educational personnel involved in addressing the training and development concerns of school systems, business, industry and other work organizations, at both the local and national levels.

7. Through those workshops and conferences, to develop, field test and evaluate training and development methodologies, and also to collect pertinent data for research analysis on training effectiveness and career mobilty and transition.

8. To affirm concretely a school of education's commitment to and expertise in concerns associated with the growing surplus of public school personnel and their utilization in alternative careers available in the business sector, as well as those concerns related to the training and development needs of business and industry.

Organization

The Institute could be supervised by a director appointed by and reporting to the dean of the school of education (or the highest administrative officer). Other personnel necessary to achieve the Institute's purposes and objectives will be selected by the director, with the approval of the dean of the school of education, and as warranted by Institute activities and available financing. Personnel selection can be made in consultation with the dean of the school of business administration.

A. The School of Education and the School of Business Administration.

Since achievement of the Institute's purposes and objectives must be accomplished through close cooperation between two academic units, one of the director's responsibilities would be to establish channels of communication and vehicles for liaison between the Institute's activities and the facilities and resources of both. One of the Institute's major objectives should be to utilize faculties from both academic units to the maximum extent feasible in the Institute's activities and cooperative ventures between these two units.

B. Advisory Board for the Institute

To facilitate cooperation between a school of education and a school of business, the Institute would be established. Its membership may consist of ten members and a chairperson--three each from the faculty of both schools, appointed by their respective deans, and four outside representatives from the training and development arena selected jointly by the deans of both units. The Institute Director should serve as Chairperson. The deans of both schools should be ex officio members of the advisory board. It should meet at least twice each academic year to review the Institute's activities and provide advice and suggestions as to its programs. Individual members of the board should be available for consultation on an ad hoc basis as deemed necessary by the Institute's director.

C. Financing.

Financial support for the Institute may be provided, as appropriate, by the school of education, the school of business administration, grants,

contracts, fees, and other such resources as may become available. The director should be responsible for proposing ar annual budget for the Institute and its implementation when approved; modifications as required would be approved by both deans.

Program

A. Research.

The Institute would conduct research projects dealing with career mobility and transition, training, and development activites, and program planning and evaluation as these relate to the needs of education personnel and to those of business and industry. The research agenda should be based upon current future critical issues and concerns pertinent to career mobility and the quality of work life. Activities will include theory building and model building efforts as well as basic and applied research endeavors. The director will be responsible for developing a research program in consultation with both deans and the Advisory Board for the Institute.

B. Educational Programs.

The Institute should develop and implement programs for personnel with educational experience and expertise and for managers and executives in business and industry. These programs focus on issues and methodologies concerned with counseling for career mobility and transition, training and development, and program planning and evaluation. These educational programs take place through workshops, seminars, and conferences. The Institute may also provide a vehicle for exploring and stimulating the development of a collaborative masters degree program between the two schools as is congruent with the Institute's educational purposes and objectives.

References

[1]Bell, Daniel. The Coming of Post-Industrial Society, 2 ed. New York: Basic Books, 1976.

[2]Lusterman, Seymour. Education in Industry. New York: The Conference Board, 1977.

[3]Wirtz, Willard. The Boundless Resource. Washington, D.C.: New Republic Books, 1975.

[4]Ibid., p. 8.

[5]O'Toole, James. "The Purposes of Higher Learning." In D.W. Vermilye, ed., Relating Work and Education. San Francisco: Jossey-Bass, 1977.

[6]Phi Delta Kappan 58, 9 (May, 1977).

MODEL IV: CASE STUDY

A University's Involvement in Adult Learning

A Microcosm of Higher Education Involvement

One of the responsibilities of the Adult Learning Potential Institute is to conduct a survey of institutions of higher education in order to obtain a perspective on the extent and kind of their involvement in activities relating to Adult Learning. Involvement, in this instance, refers to any University-related activity, which may include research, service, training, or instruction as it relates to the various dynamics of Adult Learning. As part of the effort, it was felt that an in-depth look at the level of involvement in at least one higher education institution was highly desireable. Therefore, since The American University in Washington, D.C., as a representative institution of higher education, serves as a microcosm of higher education's involvement in Adult Learning, an exploratory endeavor was conducted to identify (1) the kind of activities taking place, (2) the disciplines involved, and (3) the extent of professional involvement.

Procedures

In order to obtain the necessary information, three tasks were performed. First, a list was compiled of persons, including their academic affiliation within the University community, who were identified as being actively involved in some aspect of Adult Learning. Second, a luncheon seminar was held inviting all those identified. Third, a questionnaire survey addressing perceived University commitment and involvement was conducted involving all those who attended the luncheon seminar.

The List. Members of the professional community of the University who are involved in Adult Learning were identified through three sources. (1) A telephone survey requesting the names of faculty and staff was conducted of all the academic departments and divisions within the University. (2) Some of those identified named others who were also involved. (3) The Office of Academic Development provided assistance in

identifying those not previously noted. Selection to "the list" was based on involvement in any one or more of the following areas:

.adult development
.adult education
.adult learning
.aging
.family
.motivation
.parent involvement
.stress
.training
.women
.work

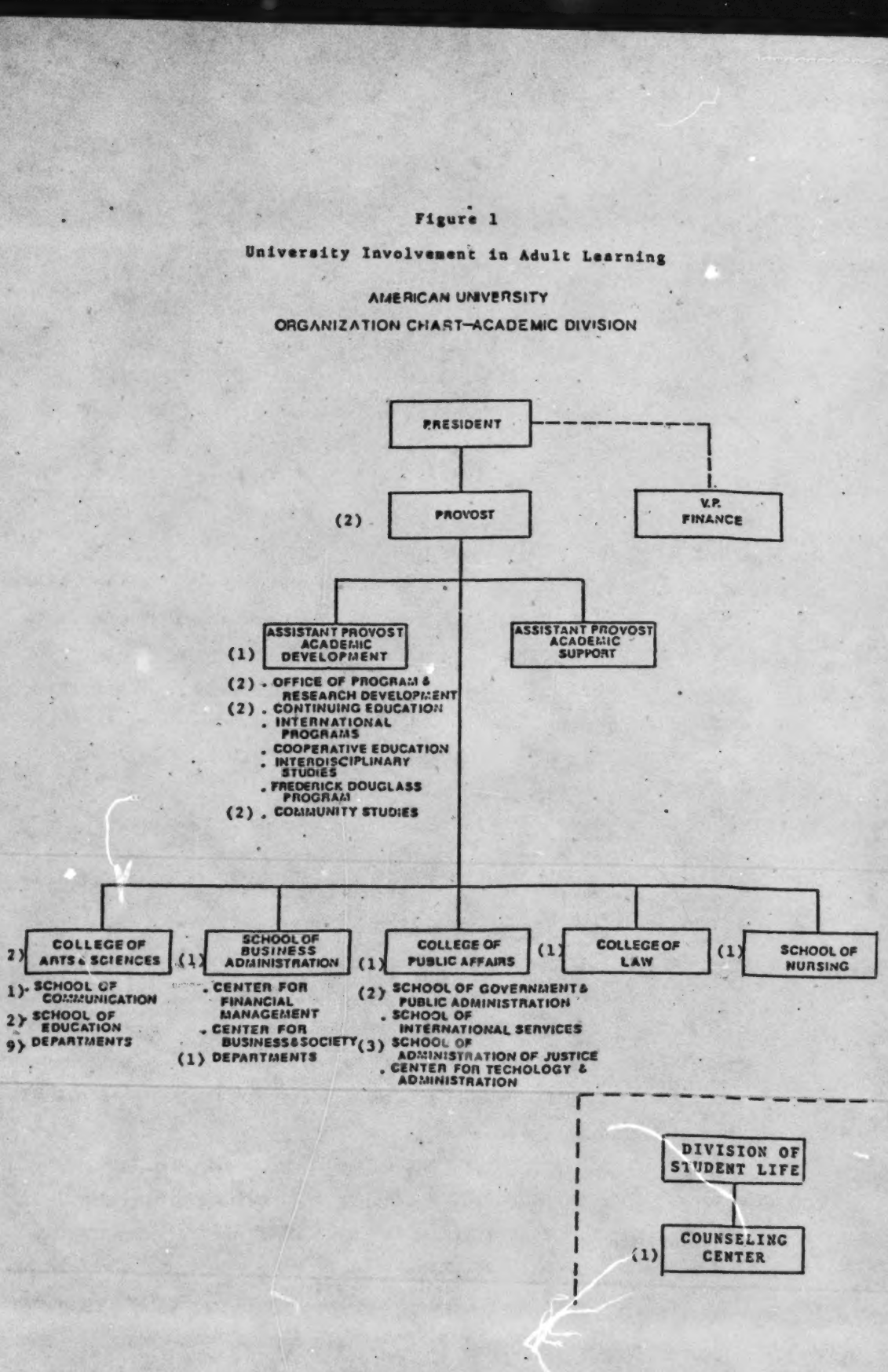
The final compilation consisted of thirty-four members of the University professional community who are in some way involved in Adult Learning.

Of the thirty-four persons identified, most representatives came from three areas within the academic division: (1) the College of Arts and Sciences, (2) the Office of Academic Development, and (3) the College of Public Affairs. With fourteen persons involved in Adult Learning, the College of Arts and Sciences has the greatest representation, which includes members from two Schools and seven departments. The Department of Sociology, with three persons, has the best representation. The remaining six departments, each with one representative, included Anthropology, Chemistry, History, Literature, Mathematics, and Psychology. The administrative division of Academic Development was second with seven representatives. While the College of Public Affairs was third with six representatives; three were from the School of Administration of Justice. Figure 1 presents a graphic description of University involvement in Adult Learning.

The Seminar. Once the list of members of the University community involved in Adult Learning was developed, an activity was designed which would hopefully attract this group of professionals. Therefore, a luncheon seminar, which included a guest speaker, was conducted, inviting all those listed. The purpose of the activity was to meet colleagues involved in Adult Learning, as well as to initiate the establishment of

Figure 1

University Involvement in Adult Learning


AMERICAN UNIVERSITY
ORGANIZATION CHART—ACADEMIC DIVISION
PRESIDENT
(2) PROVOST
V.P. FINANCE
(1) ASSISTANT PROVOST ACADEMIC DEVELOPMENT
(2) . OFFICE OF PROGRAM & RESEARCH DEVELOPMENT
(2) . CONTINUING EDUCATION
. INTERNATIONAL PROGRAMS
. COOPERATIVE EDUCATION
. INTERDISCIPLINARY STUDIES
. FREDERICK DOUGLASS PROGRAM
(2) . COMMUNITY STUDIES
ASSISTANT PROVOST ACADEMIC SUPPORT
2) COLLEGE OF ARTS & SCIENCES
1) . SCHOOL OF COMMUNICATION
2) SCHOOL OF EDUCATION
9) DEPARTMENTS
(1) SCHOOL OF BUSINESS ADMINISTRATION
. CENTER FOR FINANCIAL MANAGEMENT
. CENTER FOR BUSINESS&SOCIETY
(1) DEPARTMENTS
(1) COLLEGE OF PUBLIC AFFAIRS
(2) SCHOOL OF GOVERNMENT & PUBLIC ADMINISTRATION
. SCHOOL OF INTERNATIONAL SERVICES
(3) SCHOOL OF ADMINISTRATION OF JUSTICE
. CENTER FOR TECHOLOGY & ADMINISTRATION
(1) COLLEGE OF LAW
(1) SCHOOL OF NURSING
DIVISION OF STUDENT LIFE
(1) COUNSELING CENTER

a communication network, which would allow the group to capitalize on in-house talents, as their respective Adult Learning efforts evolved.

Of the thirty-four persons listed, sixteen attended the seminar. Participant representation is presented in Figure 2. Participants included six representatives from the College of Arts and Sciences, five from the Office of Academic Development, and one each from the School of Business, the College of Public Affairs, and the School of Nursing. Interestingly, of those attending, four were deans, five were from an administrative division, and five were faculty members. To note, six representatives had said they would be attending, but due to unforeseen circumstances had to cancel. Of those six, two were faculty and one was a dean.

The Questionnaire. The major objectives of the questionnaire were to (1) develop a profile of independent University efforts related to Adult Learning, (2) determine the extent to which University staff are motivated to collaborate with each other, (3) identify faculty/staff perceptions as to which factors most affect communication among colleagues, and (4) determine how the University community would prefer to participate in future collaborative efforts in Adult Learning. The questionnaire (see sample questionnaire p.71) is an exploratory instrument which employed a checklist format that allowed for writing in choices not addressed by the checklist. An item by item analysis follows.

Item 1. Adult education was clearly identified as the area most pertinent to current professional interests and work of the majority of respondents. Even through lagging behind, adult learning, adult development, and family were second most prominent.

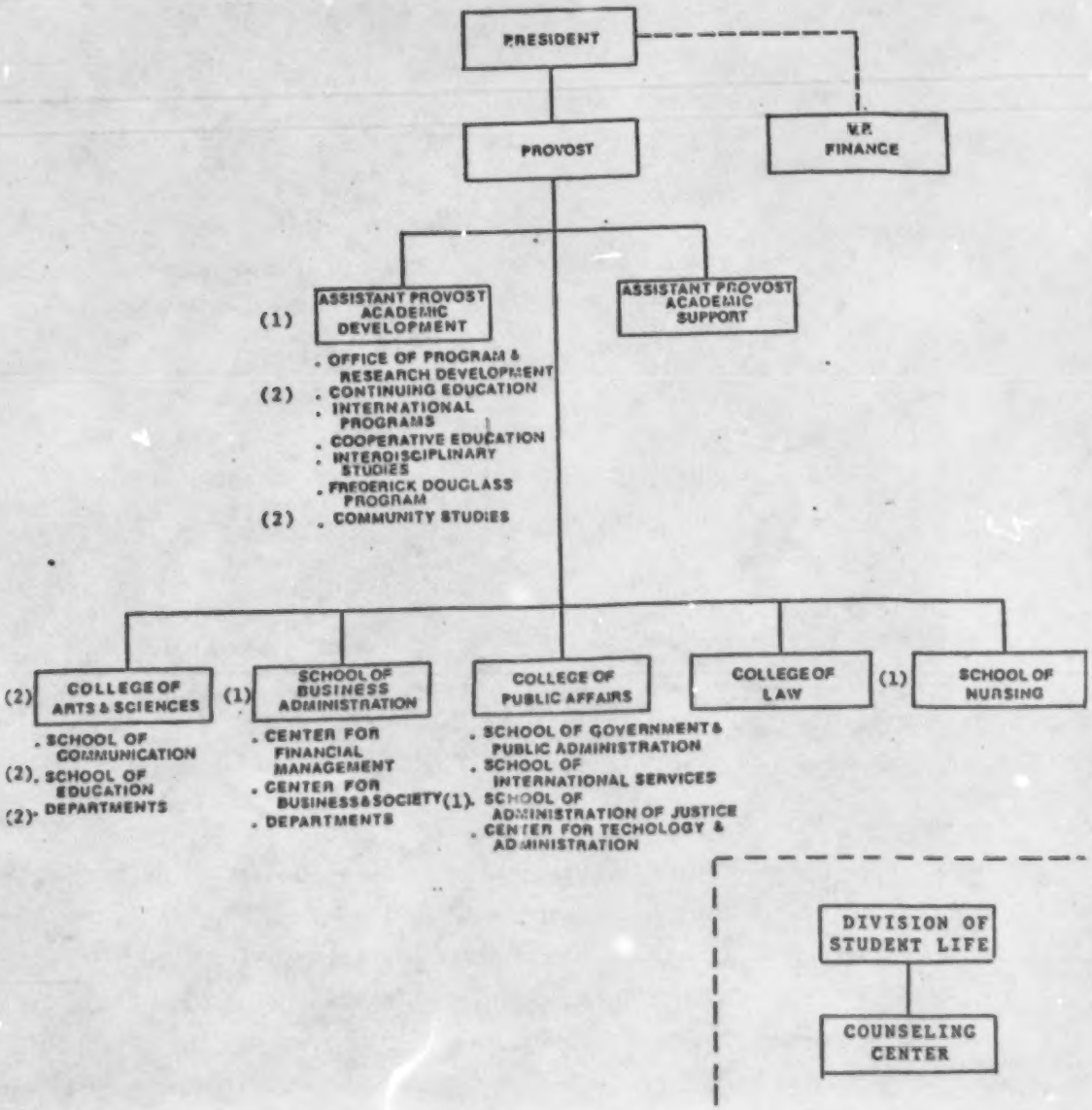
Item 2. The respondents identified instruction as being the dominant activity related to the work they were doing in Adult Learning. The second most frequent activities in which respondents were involved include applied research, basic research, service, training and development.

Figure 2

Participants of the Adult Learning Luncheon-Seminar

AMERICAN UNIVERSITY

ORGANIZATION CHART—ACADEMIC DIVISION


PRESIDENT
PROVOST
V.P. FINANCE
(1) ASSISTANT PROVOST ACADEMIC DEVELOPMENT
. OFFICE OF PROGRAM & RESEARCH DEVELOPMENT
(2) . CONTINUING EDUCATION
. INTERNATIONAL PROGRAMS
. COOPERATIVE EDUCATION
. INTERDISCIPLINARY STUDIES
. FREDERICK DOUGLASS PROGRAM
(2) . COMMUNITY STUDIES
ASSISTANT PROVOST ACADEMIC SUPPORT
(2) COLLEGE OF ARTS & SCIENCES
. SCHOOL OF COMMUNICATION
(2). SCHOOL OF EDUCATION
(2). DEPARTMENTS
(1) SCHOOL OF BUSINESS ADMINISTRATION
. CENTER FOR FINANCIAL MANAGEMENT
. CENTER FOR BUSINESS & SOCIETY
. DEPARTMENTS
COLLEGE OF PUBLIC AFFAIRS
. SCHOOL OF GOVERNMENT & PUBLIC ADMINISTRATION
. SCHOOL OF INTERNATIONAL SERVICES
(1). SCHOOL OF ADMINISTRATION OF JUSTICE
. CENTER FOR TECHOLOGY & ADMINISTRATION
COLLEGE OF LAW
(1) SCHOOL OF NURSING
DIVISION OF STUDENT LIFE
COUNSELING CENTER

Item 3. The factor identified as contributing most to enhancing work in the area of Adult Learning was being able to consult with others in the field. Almost as frequently selected by the respondents as factors affecting work were the expansion of resources, support through outside funding, and collaboration with University colleagues.

Item 4. By far, the most preferred method of collaboration designated by the respondents was regularly scheduled information sharing sessions. Their second choices included seminars such as this luncheon-seminar, interdisciplinary meetings, presentations, and informal get-togethers.

Item 5. The respondents identified self-interest as the dominant motivating force for participating in activities identified in Item 4 (see questionnaire p. 69). The other two major motivating forces identified were professional recognition and recognition by the University at large.

Item 6. Time constraints was considered to be the greatest factor inhibiting communication among University colleagues. The second most dominant inhibitor was considered to be the territoriality exhibited among members of the professional University community.

Item 7. All but one participant felt the luncheon seminar was a worthwhile activity. That worthiness was based on the opportunity to meet with colleagues, and secondly to increase one's knowledge.

Item 8. All felt that there should be a follow-up activity to the luncheon seminar.

Conclusions

Based on the three activities which were conducted, one perspective on university involvement in Adult Learning is presented. The American University profile provides a picture of the extent and kind of activities being conducted in the various academic and administrative units of the University. It also reveals the level of

responsiveness of University persons involved in Adult Learning to the opportunity to share information and collaborate on common interests. Results based on an analysis of the three exploratory activities follow.

Based on the list which was developed, it becomes evident that Adult Learning at American University is multi-disciplinary in nature, covering a broad range of diverse areas. It is also represented by a variety of academic and non-academic/administrative units. The cursory survey conducted to identify persons from the professional community (approximately 600 full-time faculty) involved in Adult Learning indicates that nearly 10% of that community is involved to some extent in Adult Learning-related activities. Furthermore, the Adult Learning efforts being conducted reflect a variety of activities.

Response to the luncheon-seminar indicated strong endorsement for continued involvement in Adult Learning-related activities. Furthermore, the Adult Learning efforts being conducted reflect a variety of activities with applied and basic research, second to instruction.

Response to the luncheon seminar indicated strong endorsement for continued involvement in adult learning-related activities by both administrative and non-academic units of the University. On the other hand, instructional faculty support was nominal. In order to assess response to the luncheon seminar, a number of factors must be considered.

- First, the seminar was scheduled at the end of the semester during the week following graduation, indicating a lack of availability due to absence.
- Second, the weather, which was extremely inclement on that day, also may have contributed to the limited response.
- Third, the off-campus location may have been a deterrent in terms of being less convenient than an on-campus site.

.Fourth, the format with its outside guest speaker, may have been less desireable than capitalizing on in-house talents.

.Finally, to the University community, the newness and unknown nature of the Adult Learning Potential Institute hosting the luncheon seminar may have contributed to a general disinterest in the event.

Replies to the questionnaire contributed significantly to depicting involvement in Adult Learning activities at American University. The vast majority endorsed the traditional and more limited, but known, concept of Adult Education, as opposed to the new and broader, less clearly defined concept of Adult Learning. While respondents' interest and participation in Adult Learning activities is varied, instruction remains the preferred and primary activity with research representing only one alternative of a myriad of options. The major critical needs pertinent to enhancing their work in Adult Learning, identified by the respondents, concentrated on the increased utilization and expansion of human and material resources, both within and outside of the University environs. The respondents also identified their preference for collaborative activities which are social in nature and involve active participation, such as informal meetings that are regularly scheduled, as opposed to those which are written and non-participatory, i.e., newsletters, publications, directories.

Other responses to the questionnaire indicated that the major stimulus for motivating participation in collaborative activities was a personal interest reinforced by recognition of those efforts from within, as well as outside of the University community. The respondents' selection of time constraints and territoriality as the dominant adverse factors inhibiting communication help to explain and reinforce the reticent response to the seminar, in addition to being congruent with the expressed individual need for recognition. Response to the luncheon seminar was enthusiastic with the recommendation for a follow-up activity being unanimously supported.

Overall, the following conclusions can be made.

1. Extensive activity relating to Adult Learning is occurring at the University.

2. There is little communication between colleagues working in areas related to Adult Learning.

3. There is reluctance to share information.

4. Administrative support for development of Adult Learning-related activities is evident.

5. The expertise and talent for further development in the area of Adult Learning exists.

6. Faculty response to sharing and collaboration indicates disinterest at best, distrust or apathy at worst.

7. A follow-up activity to the luncheon seminar while desireable will attract only a handful of respondents.

8. An operable communication network is non-feasible without more active support from the specific constituency involved in Adult Learning activities.

Recommendations

Based on the expressed interest for a follow-up activity, it is recommended that such be undertaken. In order to do so, the following questions need to be addressed.

1. Has everyone who is involved in Adult Learning at the University been identified?

2. What is the best means for communicating with those who have been identified?

3. Who should be responsible for the event(s) -- faculty, administration, a college, a school, a department, a special project?

4. What kind of event(s) should be conducted and when should it occur?

5. What will elicit a support response from those identified?

AMERICAN UNIVERSITY ADULT LEARNING INQUIRY

The following information will be used to develop a University profile on current involvement related to Adult Learning. For questions where appropriate, please check and rank your first three choices.

1. Your current professional interests and work pertain most closely to the following area(s).

a. ___Stress
b. ___Motivation
c. ___Adult Learning
d. ___Adult Development
e. ___Aging
f. ___Parent Involvement
g. ___Work
h. ___Adult Education
i. ___Training
j. ___Family
k. ___Other (please specify)
_____

2. Specifically, your work in the above area(s) may be best described as:

a. ___Applied Research
b. ___Basic Research
c. ___Service
d. ___Training
e. ___Instruction
f. ___Development
g. ___Special Committees
h. ___Other (please specify)
_____

3. What do you feel would most enhance your work related to Adult Learning?

a. ___Consultation with others in the field
b. ___Expanded resources
c. ___More clerical help
d. ___Outside funding
e. ___University financial support
f. ___Collaboration with A.U. colleagues
g. ___Interaction with A.U. colleagues
h. ___Other (please specify)
_____
_____

4. How can collaboration with University colleagues best be facilitated to enhance your efforts in Adult Learning?

a. ___Luncheon-Seminars (like this one)
b. ___Newsletters
c. ___Regularly scheduled information sharing sessions
d. ___Interdisciplinary meetings
e. ___Publications
f. ___Presentations
g. ___A directory of faculty involved
h. ___Informal get-togethers
i. ___Other (please specify)
_____
_____

5. What would motivate you most to participate in any of the activities as listed in item 4?

a. ___Professional recognition
b. ___Self-interest
c. ___Recognition by the University at large
d. ___Remuneration
e. ___Publicity
f. ___Time allowance
g. ___A meal
h. ___Other (please specify)
_____

6. What do you believe most inhibits communication among your University colleagues?

a. ___Time constraints
b. ___Lack of information
c. ___Lack of opportunities
d. ___Territoriality
e. ___Work overload
f. ___Faculty politics
g. ___Lack of accessability
h. ___Lack of administrative support
i. ___Lack of interest
j. ___Other (please specify)
_____
_____

7. Do you think today's luncheon-seminar was a worthwhile activity?
___Yes ___No

What made it worthwhile?

a. ___Opportunity to meet with colleagues
b. ___Increased knowledge
c. ___New information on University involvement
d. ___Generated new ideas
e. ___Other (please specify)_____
_____

8. Should there be a follow-up activity to this luncheon-seminar on Adult Learning? ___Yes ___No

What would you suggest?

_____
_____
_____
_____

MODEL V: COOPERATIVE ENDEAVOR--INTERPRETING IMPLICATIONS OF LEGISLATION

The Relationship of Title XX and Educational Programming

by

Larcy D. Jones

Introduction

Enactment of Title XX of the Social Security Act represents an important milestone in the development of social policy. For the first time: 1) states and local jurisdictions have the option of offering any social service needed without federal sanction; 2) evaluation and accountability of social service programming is the responsibility of the local citizenry; and 3) legislation mandates an elaborate planning process which results in a State's Annual Comprehensive Social Service Plan. In order to develop a comprehensive social services program, plannning must be accomplished in coordination with all the components of the human service delivery system. Primary, secondary and higher education are essential components of the human service delivery system.

This paper will examine the relationship between the regulatory and operational utilization of Title XX of the Social Security Act and education programs. For purposes of examination, this paper is divided into three parts. Part I examines the regulatory and philosophical implications of Title XX with respect to education. Part II will look at Title XX implementation, and operational implications for educational programs, while Part III attempts to be more goal oriented and therefore looks at the methodology of educational program planning and development under Title XX. The conclusions drawn in this paper are developed through personal experiences with local, state and federal human service agencies.

Part I: Philosophical and Regulatory Implications of Title XX for Educational Programs

Passage of Title XX legislation in January 1975 and subsequent implementation of the first state comprehensive social services plans on October 1, 1975, marked an historical crossroads for the funding and structuring of human services in the United States. This policy initiated a thrust toward a non-categorical

approach to the funding, planning, and delivering of social services. States and local communities were given more flexibility in defining and providing service as needed in small jurisdictional areas. Although other federal grant programs had paved the way for local autonomy in deciding needed services, Title XX declared in its legislation that no social service shall be questioned by the federal government for not meeting one of the national goals. Fiscal accountability was the only auditing function the federal government could implement. Thus, the door was opened to provide any social service. Public accountability stemming from open evaluation would be the main check on inappropriate service expenditures. The list of services included in the Law in no way limits the services which can be provided directly or by purchase. This thrust continues to loom in the curtains disguised as block grants or revenue sharing.

Title XX also provided for the development of a comprehensive planning process involving all segments of governmental and delivery structures, as well as consumers of services. The planning process is an important element of Title XX and will be discussed in greater detail in Part II. For a discussion of Title XX's potential utilization, it is helpful to review its philosophical basis. The Law rests on the premises that:

1. Government has an obligation to assist society's most vulnerable people to attain the highest possible level of independent living of which they are capable; that the reduction of dependency also represents a saving of public funds otherwise required for institutional and income maintenance support.

2. Assistance in improving individual and family functioning involves a variety of services which can best be provided by a combination of public and private agencies, all determined at the state and local levels, and not prescribed federally.

3. The priority for public social services funds should be on those people with low income, and as an individual's income status improves, he or she should contribute more to the cost of the services received through the payment of fees.

4. Social service funds should not be used to substitute for established state or federal support in other primary human ser-

vices areas, such as, state institutions, public education, basic health care, and cash assistance.

5. Outside of these restricted areas, the choice and scope of services should be left to the states, with specific encouragement to design the method of provision as to complement other service programs.

6. Application for services should be voluntary (except for crisis intervention) and the identification of needs and selection of goals and appropriate services can and should be a joint effort of the consumer and service provider wherever possible.

7. Accountability for the service program should be directed more to the public and their elected officials at the state and local levels, and less to the federal government. To accomplish this, annual program plans incorporating goals and objectives should be developed and made public in a process that includes citizen participation.*

These program values lay the groundwork for any further discussion on the utilization of Title XX in developing educational programs. Of major importance to our discussion here is the premise that social service funds should not be used to substitute for established state or federal supported human services, specifically education. Similarly, federal social service money is not available for any educational service which the state makes generally available without cost. Special education for handicapped children can appropriately be funded under Title XX. However, some states through court decisions have reinforced the state's responsibility to provide suitable education for children with special needs.

The legislation allows for designation or creation of an appropriate single state agency to be responsible for Title XX services. To date all states have designated the public welfare or

*The values and premises of the law as delineated were derived by Paul E. Mott in his book, Meeting Human Needs, The Social and Political History of Title XX.

human services department as that agency. Where states have adopted an integrated service delivery system under one umbrella agency, seldom is the educational system represented therein. When a program is not significantly represented in the planning process its goals and objectives will not be represented in the Title XX plan. To avoid any misinterpretation, umbrella agencies with the inclusion of the educational system are an ideal structure to look for. When integrated service delivery structures are not operational, the focus should be on coordinated planning.

However, a very real concern manifests itself when education is not defined as a part of the human service delivery system. Traditionally, moreover, this difficulty has been exacerbated because seldom has the definition included educational institutions. There has been difficulty in defining social services and human services. In 1968 the Task Force on Organization of Social Services as appointed by Department of Health, Education and Welfare Secretary Wilber Cohen generalized social services as "those human services rendered to individuals and families under societal auspices." Accordingly, these services fell outside the realm of health, education, housing and more recently, separated income maintenance. Social services were categorized as those services for people whose limitations and handicaps made it difficult for them to maintain their independence. Health education, housing and income maintenance were viewed as functional services geared more toward meeting the general needs of the public.

What are human services? A 1974 study by the Council of State Governments reveals the inclusion of education as a human service in only two out of nine case studies. The report states "an obvious omission from the Council of State Government's list, and the planning subjects of most of the organizations was education and educational planning a component of the human services planning process." Education administration is customarily headed by an elected official or board, thus, causing a separation from other public services provided by

government. This difference has kept education from being included in human services organizational planning or consolidation. The study stated that education probably should be included under the heading of human services but in the real world it simply isn't.* For purposes of the paper, education will be defined as a human service.

The potential for dynamic social service programming has been and continues to be undermined because of the interaction of several problems:

1. Most states are at their ceiling for federal social service funds.

2. It is politically difficult to reallocate funds within a state budget.

3. Programs with open-ended matching or predetermined funding will obstruct Title XX goal implementation, and

4. The skills and attitudes of practitioners and the general public are not always compatible with Title XX implementation.

To many states in these conditions in any combination are an invitation to maintain the status quo through inaction rather than tackling the difficult task of finding more effective ways to improve human services. Through dedication, appropriate planning, and coordination between all human service programming, these conditions will no longer be excuses for inadequate service delivery.

There is a need for the development of more effective relationships beteween Title XX services, social services provided by other programs, and other major human service systems such as income maintenance, health, housing, and education. The leadership role of the federal government in improving services and encouraging linkages with other systems must be strengthened, rather than diluted. Unfortunately, most of the federal resources available to meet human ser-

---

*Alternative Approaches to Human Services Planning, Human Services Institute for Children and Families, Inc.

vices needs are focused on a single categorized area such as alcohol abuse, vocational rehabilitation, medical care, training, day care, etc. Consequently, the planning has been fragmented. Coordination to identify the service gaps should be a major emphasis among all human service agencies. Today, economics, professional responsibility, and accountability to the public require integrating these programs to focus on the total needs of the individual and family unit.

Title XX by its very nature is comprehensive. However, it has to date established few relationships with other human service systems and legislative mandates. If Title XX is to develop these other relationships and in turn make contributions to a comprehensive delivery of human services, we must initiate a process for extensive analysis of:

1. the problem to be solved,
2. the population to be served,
3. the objectives to be pursued,
4. the services now available from all human service programs,
5. and the funds and manpower that is available to meet defined need.*

The proposed rules as published Monday, April 14, 1975 in the Federal Register Vol. 40, No. 72 states,

> 228.43 Educational Services -
> FFP is not available for any educational service made available through any state or local educational agency to residents of the state without cost and without regard to their income. To the extent a fee is imposed on any resident, FFP is available only for such fee.

In response to those proposed rules, the Friday, June 27, 1975 Federal Register summarized responding comments of a concern that states would be inclined to repeal cu ent laws regarding special education and would not enact new ones in order to obtain FFP.

---

*The Task Force on the Organization and Delivery of Human Services, The Public, Private and Consumer Partnership: Current Issues in Title XX Programs, National Conference on Social Welfare, 1976.

Another concern was raised as to the availability of FFP for the expansion of existing educational services. In response, FFP is not considered available under the language of the statute for expansion of "generally available educational services." The mere fact they may not be available in a particular locality does not mean they may not be generally available in the state.

A key fear arising from the 1962 and 1967 Social Security Amendments was that federal social services funds would be used to supplant state funds without causing a commensurate increase in services, or that traditional services paid for with state funds might be refinanced using federal funds. The California Preschool Act of 1965 validated this fear. The Preschool Act resulted in an eight million dollar program being purchased by the California Department of Social Welfare from the California Department of Education with a state expenditure of only two million dollars. The program was later expanded to a level of sixteen million dollars to serve twice as many children with half as much state funding as originally contemplated. In drafting the final Title XX regulations the concept of new money was retained. The states should not be allowed to refinance existing programs using federal social service funds.

In the proposed rules published Monday, April 14, 1975, in the Federal Register payment to states for educational purposes were identified as Training and Retraining.

> FFP is available only in accordance with the Requirements of this Subpart (H) for personnel training, including retraining, directly related to the provision of services under the program, including both short and long term training at educational institutions through grants to such institutions or by direct financial assistance to students enrolled in such institutions. Funds for such training are outside the states' allotment for services and are available at the 75% rate.
>
> FFP is available for training only for a) state agency staff and volunteers whose duties directly relate to the program and b) service delivery personnel of contracted agencies.

FFP is available for grants to educational institutions for the purpose of developing, expanding or improving training for agency personnel; are available only to accredited graduate and undergraduate educational institutions; and state written policies have been established.

FFP is available for direct payments for training to students employed by the state agency or contracted agency only if there is a work commitment.

At present the federal matching funds to support state expenditures for training are available on an open-ended basis. There is a concern that states will be increasingly aggressive in financing public higher education through this allowance, especially social work education.

Part II: Operational Implications for Educational Programs

Title XX gives greater flexibility and responsibility to the states in defining, planning and providing social services most needed by their citizens. To be federally matchable, services to be provided must be first listed in the State's Comprehensive Annual Social Services Plan. This legislation confronted states with a new process for which they had little time to prepare, consequently the first set of state plans generally represented the status quo for the state's services programs. Traditionally, social service planning has been done in crisis situations. The planning process as delineated in the Title XX regulations provide for input from state and local governmental agencies and officials, from consumers of service, from the general public and private agencies who deliver services. This planning process is a most viable avenue for the inclusion of services formerly deleted from the service delivery system.

In our pluralist society, the political race often goes to the best organized and most politically potent groups. Children's needs now must compete directly with other human service programs aimed at adults. Interest groups are pitted against interest groups. Based on the first years' experience with Title XX, this maxim essentially has proven true. Advocates for the elderly, day care, and

mental health groups have been particularly effective in obtaining programs in the state plan.

Communication and coordination are essential elements of the planning process in the development of a comprehensive service delivery system. The benefits of coordinating Title XX planning with other human services planning and programs include maximizing the use of total human services resources in meeting the complementary needs of clients in related categorical programs. Coordination also minimizes duplication of planning efforts and allows redirection of some administrative costs toward direct service provision.

Exchange of information for identification of gaps in services and decisions on allocation of resources to fill service gaps are activities most appropriately carried out in the planning process. Coordination of planning processes in all areas of human services and at all levels would facilitate the equitable distribution of quality services. If the Title XX planning process discloses the necessity for supporting other agencies, some Title XX funds should inevitably be invested there along with mechanisms for accountability. Difficulties in planning, in funding, in manpower utilization, and particularly in eligibility will inevitably arise.

Experience of industry and developing countries indicates that a five year planning cycle, updated each year, enhances the effectiveness and efficiency of the planning process. Each state should develop a capacity for longterm planning in which the compilation of the comprehensive Annual Services Plan would only be one component. Both the long range plan and the annual services plan should be made subject to public discussion, review and amendment throughout the life of each plan. Every step of the planning process should include providers of service, consumers, private citizens, legislators and state and local government officials. The cyclical process should include needs assessment; specificiation of goals and objectives; definition of services and actions to be taken to develop them; identification of resources and allocation of funds; evaluation of results

in relation to the plans and goals and of the process itself; and reporting to the public.

Social Services Definitions (proposed by the Social Services Reporting Requirements) suggested but did not require the following services:

Adoption services

Chore services

Day Care for adults

Day Care for children

Employment and training services: Services directly associated with securing education and training below the baccalaureate (post secondary vocational training for up to two years is permissible) which would otherwise have to be paid by the recipient, that is, fees, books, supplies, and transportation.

Employment services: Services to enable individuals to secure appropriate paid employment through educational and vocational training, medical diagnostic assessment, and through training leading to employment.

Family Planning: Social, educational and medical services to enable appropriate individuals (including minors) to limit voluntarily their family size or space and their number of children.

Foster care

Health care

Home delivered meals

Homemaker services

Home management services

Housing improvement services

Information and referral services

Recreational services

Social group services

Transportation services

Given this laundry list of social services it can be readily discerned that educational programming can be an integral component of most services.

A quick review of a few Comprehensive Social Service Plans revealed a scattered inclusion of a defined educational service. Alaska's plan made no mention of educational services but did give considerable attention to coordinative efforts for comprehensive service delivery. It should be noted that Alaska is not atypical as a considerable proportion of its human services are funded under the Bureau of Indian Affairs. Even yet, coordination among programs must exist. Minnesota includes a service title of Education Assistance and relates it to National Goal II, self-sufficiency. No definition was available for this service.

Ohio lists and defines Other Educational Services: the objective is to enable the client to compensate for a lack of education deemed necessary to achieve self-support; includes counseling about resources and appropriate activities; arrangements for participation in an educational program; fee payment if required; provision of special learning aids. The State of Utah cataloged Title XX services to include Education and Training: services to assist in securing education and training, and to encourage the development of individual potential and self-esteem, including the provision of personal development experiences through camperships and adult role modeling for children and work activities. Related work activities would include: assess needs; determine appropriate resources and arrange for client to use them; develop needed resources; secure admission to appropriate programs; counsel to support use of education and training opportunities to mediate between individual and school; provide camperships and adult role modeling experiences for children and work activities.

Part III: Educational Program Development Under Title XX

The previous sections of this paper dealt with Title XX regulations and implementation in relation to educational programming. In this section the discussion will focus on a method of developing educational programming under Title XX. It clearly has been stated that states and local jurisdictions are free to establish any set of services they identify as needed. This entails the implementation

of a needs assessment with input from all segments of the community. If educational programming is to be included in the State Title XX Annual Plan, then educators must become involved in the planning process. Specialized educators must establish communication and coordination with the Title XX single state agency, with legislators and with the Governor's Office. Title XX rules and regulations clearly state educational services may be provided with FFP only if such funds do not expand or substitute currently funded programs.

For example, local school boards could obtain Title XX funding for certain adult education courses currently not provided or funded through other sources. Such sources could either be financed by individually determined tuition payments or by group eligibility. Education for handicapped children is another excellent example. Only recently has public education for all handicapped children been mandated by the courts. If such a mandate did not exist and states had no provision for the education of handicapped children, Title XX funds could be utilized. State education administrators will have to assess their inventory of programs and funding sources. The identified gaps in service must in turn be communicated to local jurisdictions as well as to the State Title XX agency. Specific descriptions of educational services that may be offered and which national goal they relate to is a must. General definitions are prohibited in the State Plan and will result in wasted effort. Influencing the plan through legislative or administrative contacts is an alternative consideration. Early influence is important as the law requires the publishing of the plan ninety days before implementation for a citizen review process.

Professional training of state and local service delivery staff receives the same 75 percent match but is outside the allocated ceiling. Thus, if the state, local jurisdiction or an educational institution can allocate the 25 percent match, training can be unlimited. This resource has just begun to be tapped by institutions of higher learning. Because of the ramifications, this regulation is likely to be modified in the near future.

Title XX offers a potential opportunity for stimulating major changes in social service programming. Such stimulation will only result from effective public participation and a serious planning process. Many states maintained a status quo in their human service delivery system during the first year of Title XX implementation. This was expected in some instances due to the lack of planning time. If committed, states can no longer use timing as an excuse for the lack of service comprehensiveness. Social service ceilings were another often heard reason for maintenance of the status quo. If federal, state and local officials would initiate communication and cooperation in identifying service gaps and eliminating service duplication, this would be a start in clearning old monies for new services. Of course, an increase in federal appropriations is always helpful but not always the solution.

Conclusion

The purpose of this discussion was to: 1) examine the philosophical and regulatory concerns for educational programming under Title XX; 2) to examine the implementation implications for educational programming under Title XX; and 3) to give some procedures for assuring the inclusion of educational programming in Title XX State Plans.

The federal government must assume a strong leadership role of encouraging and directing the development of an adequate, efficient, and comprehensive human service delivery system. In the above presentation an emphasis was placed on "what exists" with Title XX in relation to educational programs. However, if educational programs not otherwise mandated under state jurisdiction are to be funded and be given priority under Title XX, then education must be utilizing the present mechanisms and investigate the possiblity of changing the rules and regulations to make comprehensiveness possible. Educators working on the federal, state, and local levels must become aggressive in their efforts to be included in the Title XX comprehensive planning process. Only then will education become an integrated component of Title XX.

Bibliography

Mott, Paul. Meeting Human Needs, The Social and Political History of Title XX, National Conference on Social Welfare, 1976.

Twiname, John D, Joan H. Miller, and Paul E. Mott. How to Use Title XX to Promote Permanence for Children, Child Welfare League of America, Inc., 1975.

Alternative Approaches to Program Planning Coordination in Social Services Planning, Washington, D.C.: U.S. Social and Rehabilitation Services, Public Services Administration, DHEW, 1976.

Comprehensive Annual Social Services Plan for Alaska; Minnesota, Ohio, Utah.

Federal Register, April 14, 1975; June 27, 1975.

Personal Interview with Robert O. Washington, Ph.D., Dean, College of Social Work, Columbus, Ohio: Ohio State University, January 1978.

Public Law, 93rd Congress H.R. 17045, pp. 93-647, January 4, 1975.

Readings on Human Services Planning: A Selection of Writings on the Subject of Human Service Planning, Human Services Institute for Children and Families, September 1975.

Techniques for Goal and Objective Setting in Social Services Planning: State Experiences and Suggested Approaches in Response to Title XX of the Social Security Act, Atlanta, Ga: August 1976.

Human Services as the Tomorrow of Schools of Education

by

Ralph W. Colvin

In a U.S. Office of Education post-secondary education proposal: "An Interdisciplinary Program in Community, Family and Individual Development for Human Specialists," focus was placed upon the preschool age range due to the availability and sufficient maturity of children at that age to participate in a large scale assessment program and also for there to be intervention resources available. The school is seen as the ideal focus for such early assessment and intervention. Long-term planning on the part of educators as well as the teachers' labor organizations, points to increased involvement of teachers and the schools with the early stimulation and care of young children inclusive of day care. The school is located strategically with reference to all children; viable transportation patterns and vehicles are available as are space and personnel for early childhood efforts. However, most important of all, the school is the territory of the children, of all children and serves as a constant pressure for services thus far given to the few to be made available to every child. As Edward Kennedy stated with reference to national health planning, and using Social Security as an example: "Those programs that are most successful are those programs that are available to all citizens."

The comprehensive program described here, involves professional, paraprofessional and parent training, as well as career exploration for high school students; concomitant with the provision of services to preschool children, their families and community; is presented with the conviction that it represents a feasible educational effort, and that it fulfills a basic service to education in the strictest sense, as well as education in its broader human service role.

All teachers, regardless of field or grade-level of instruction, can benefit from increased knowledge of child development and further understanding of the diagnostic-teaching process involving assessment of capability and need and the individualization of instruction to enhance ability and remediate deficit, diagnostic and intervention capabilities especially necessary today with the increased responsibilities of "finding" and "mainstreaming" the handicapped. Also, new careers are evolving within education, health service and instruction, and social welfare programs where assessment and intervention skills are needed and teachers are best prepared to provide them. Such careers are available to displaced teachers as well as students entering the profession. Schools of education could very well lead this conversion of teachers towards an enlarged employment opportunity and increased service to young children.

Client emphasis in this paper has been placed upon young children, their families and community and on the training of personnel, many of whom are disadvantaged and participating in Social Welfare and Manpower training programs. The young mother has been discussed as a WIN training candidate; it is also essential to recognize her service needs and the personnel essential to cope with her needs inclusive of those of her infant child. The assessment and intervention possibilities appropriate to: (a) the mother-child dyad and, (b) the preschool child, as here discussed are also indicated to three other focal developmental groups:

(c) The child at grade three to four who is experiencing problems in the transition from basic skill learning to the application of these skills.

(d) The adolescent experiencing problems of career choice, relationships, and leisure planning; value and goal decisions; and various coping mechanisms.

(e) The aging person with need for meaningful participation as well as expanding services with advancing age.

It is important for schools of education to consider their potential contribution with reference to training personnel and providing services to each of these five high-need populations in close cooperation with health, social welfare and labor programs similarly focused. If they have difficulty conceptualizing involvement in providing direct services to the aged in terms of human services, continuing education or community schools, it is recommended that the indirect potential of the aged in terms of their help in providing services to children (on the model of the Foster Grandparent Program) or serving as recipients of services from adolescents (Home Visitors, Candy Stripers) towards the mutual benefit of either group be considered.

The role that Title XX plays with regard to other programs varies from state to state depending on a state's willingness to provide matching dollars and the relative levels of matching required from different federal programs. It is currently projected that Title XIX EPSDT (Early Periodic Screening and Diagnostic Treatment) federal match will be increased to a minimum of 75 percent and a maximum of 90 percent. If this increased federal participation in Title XIX EPSDT does occur, there will be an extensive shift towards XIX for payment of health and health related services to Medicaid eligible clients. If schools of education become involved with human services in general, it will be necessary to become familiar with the entire maze of federal-state human service program financing; if they become involved in health education services within the schools and the synthesis of the assessment and intervention aspects of EPSDT, Child Find and Title XX, it will be necessary to have full knowledge of the potential of each program in order to achieve the most favorable mix, e.g. it is most important to know that, if an AFDC (Aid for Dependent Children) woman can be designated as WIN eligible the federal involvement in her training becomes 90 percent of the costs and that these funds are available to the state without their being charged against its Title XX ceiling. Similar

opportunities to achieve the most favorable funding are provided by the four options available within Title XX for the training of service personnel:

(a) Staff training provided by another agency with expense of a service contract but with the disadvantage of this expense being funded within the limited Title XX state ceiling allotment.

(b) Staff training provided by another agency by contract with the expense, by special provision, not being funded within the allotted ceiling but instead by additional federal funds via the same 75:25 federal:state match.

(c) Training, especially with reference to Title XX service agency responsible for Title XX to the staffs of provider agencies. Not charged to allotted state ceiling.

(d) State agency responsible for Title XX makes an educational grant to an accredited college or university to train state social service or provider agency personnel. Both charged to allotted state ceiling.

Grants may provide for a wide variety of expenses, may apply to either short or long-term programs, and may include trainee stipend if guaranteed by a legally binding commitment of the recipient to work for a given period of time in the sponsoring agency. Although the availability of federal funding is relatively open-ended with reference to options (b), (c), and (d), the issue of matching state or local funds must be resolved.

The shared human service objectives of Title XX might be explored in each community with view of maximizing the contributions of each. Whereas training is the prime responsibility of higher education and service the initial obligation of social welfare and its Title XX, training is merely preparation for service and effective service can not occur without trained personnel. Education, seeking broader definition as human service, needs technical consultation and funds available in department of social welfare and Title XX. Social welfare, seeking greater effectiveness through supplementing service with client training, and earlier as well as more comprehensive contact with its clients, needs access to the schools and educational personnel available through the university. Schools of education could learn much

to the schools and educational personnel available through the university and Teacher Corps. Teacher Corps could learn much through consultation from social service regarding human service needs and available Title XIX and XX resources both existing and potential, as might be communicated through option (c). From such sessions common objectives might be identified e.g. health, nutrition, child care, social competency and career training for the pregnant teenager/young mother and day care for her infant; professional training, manpower, facility, competency and funding needs and resources identified; and programs planned and implemented with maximal utilization of existing resources. Training needs might be identified involving both social welfare and Teacher Corps personnel as well as paraprofessional aides which could be met by the university through shared Teacher Corps and Title XX option (e) funding. Community and student trainees and volunteers available within the schools, could be mobilized; each participant would learn while serving and obtain academic credit and benefit from career exploration in the process. No human service client can match the high risk young mother and child in terms of: frequency and intensity of need (a million births per year despite generally lower birth rates), services available (e.g. AFDC, WIN, WIC, Maternal and Child Health, Medicaid), costs of public assistance and services, national priorities (primary thrust of the Public Health Service toward prevention and early intervention as well as a National Health Service), political significance (as an Administration, HEW and Congressional "alternative ot abortion") and potential for long-range benefit on the part of mothers and children.

Although it would be difficult to identify a more currently focal, human service target population than the young mother and child, there is still another population of much greater magnitude and long-term significance, as well as more traditionally the responsibility of education and the school i.e. every child from birth to age 21 with reference to early recognition of handicap and remedial intervention as well as preventive immunization. Although states vary with reference to the age

through consultation from social service regarding human service needs and available TITLE XIX and XX resources both existing and potential, as might be communicated through option (c). From such sessions common objectives might be identified e.g. health, nutrition, child care, social competency and career training for the pregnant teenager/young mother and day care for her infant; professional training, manpower, facility, competency and funding needs and resources identified; and programs planned and implemented with maximal utilization of existing resources. Training needs might be identified involving both social welfare and higher education faculty as well as paraprofessional aids which could be met by the university.

Community and student trainees and volunteers available within the schools, could be mobilized; each participant would learn while serving and obtain academic credit and benefit from career exploration in the process. No human service client can match the high risk young mother and child in terms of: frequency and intensity of need (a million births per year despite generally lower birth rates), services available (e.g. AFDC, WIN, WIC, Maternal and Child Health, Medicaid), costs of public assistance and services, national priorities (primary thrust of the Public Health Service toward prevention and early intervention as well as a National Health Service), political significance and potential for long-range benefit on the part of mothers and children.

The university, especially the land grant, central city, minority or community college, may, through special responsibility and/or identification as well as applied and practical capability, serve as an important catalyst towards the integration and cross fertilization of programs.

One Federal Training program of potential importance in the present context is the WIC (Women, Infants and Children) nutrition program for prenatal care of the mother, the infant up to age one,

and children up to age five. This program, the responsibility of the Department of Agriculture (DOA) has a nutrition and family planning educational component which has not been very successful and with which DOA may desire help, from a program such as Teacher Corps. In any case, WIC along with the Supplementary Food Program, is an important resource of nutritional as well as family planning counseling. WIC also can serve as a point of origin for pre and post-natal comprehensive services.

Another federal program, the Child Development Associate Program, which is funded by the U.S. Administration on Children, Youth and Family, Department of Health and Human Services, is implemented by a consortium, consisting of forty-two early child education and development organizations and governed by a seventeen-member board of directors. The Consortium has developed a credential award system which provides national certification using competency-based criteria and has been accepted in many states as the basis for state certification of child care personnel.

There undoubtedly are many ways that this CDA-Consortium program and Teacher Corps could cooperate toward their shared goals of improved early child services and maximal utilization of paraprofessional personnel. Trainees would receive training in the appropriate utilization of paraprofessionals, and would assist them in supervising, instructing, evaluating and motivating supporting personnel. Too often professionals, though highly sensitive to their own professionalism forget the needs of paraprofessionals for certification of competency and the opportunity to change jobs and locations without loss of opportunity, status and income. The Child Development Associate Consortium provides this service.

There is need for a similar competency-based certification program for personnel working with the elderly. Now that Teacher Corps is extending its horizons to include services to adult offenders, and is addressing itself in terms of "human service education," it would be most appropriate to launch a program for the training of specialists in the education and care of the elderly. Here, as in the WIN program,

there is the opportunity for multiple returns. Not only do the elderly have need for services but also the need to serve. In this regard, reference is made to Project "Renewal" in the state of Illinois that provides for the training of the aged in interview techniques to be used in a need assessment study of the elderly. A long range objective of these second-career interviewers, many of whom would be retired teachers, would be their availability for the developmental interviewing necessary within the EPSDT program.

Universities throughout the United States are extending themselves to the elderly, often on a tuition-free basis. However, little has been done to match available courses to the special needs of the aging. Part of this problem is that, as universities have extended themselves to the elderly, they have thought only of the costs of an extra chair in a class rather than the costs associated with entire classes composed of the elderly. Schools of education could pioneer in bringing the university and aged together on a mutually rewarding path.

The opportunities for professional development and human services available within existing government training programs, were they subject to creative scrutiny from the outreach and service point of view are incredible.

Teacher Corps, Child Development, Title XX, and Early Intervention

by

Philip H. Mann and Rose Marie McClung

Teacher Corps has an obligation to aid in the provision of services to the young, disadvantaged child and in the process tie together community, education and a human services delivery system.

Factors for Teacher Corps' Involvement

1. Teacher Corps can determine at the state and local level the power structure by which decisions are made, funds are utilized, and who provides what kinds of services.

2. Training institutions can address both the problem and the need and determine how, through collaboration efforts, this population can be served. This may require a re-evaluation of present program structure with modifications that could include:

   (a) training programs or modules for parents and community workers

   (b) interdepartmental collaboration with sharing of expertise in addressing problem areas and training activities

   (c) functioning as a neutral ground where community, agencies, and schools can come together without the inhibitors that would be imposed by the professionals at their respective sites. In so doing, it would establish from the beginning a shared interest, shared responsibility, and shared accountability which would result in more of a long term institutional as well as community impact.

3. Concommitant linkages could be established with exceptional child areas. Teacher Corps is not mandated for identification (Child Find) or diagnosis (labeling) for purposes of funding. It is mandated to serve the disadvantaged child who because of essentially environmental factors does not receive the same opportunities for access to systems, therefore enabling the same opportunities for optimal development. In effect due to these social, economic, and educational factors, the child can be described as disesteemed and interjacent.

It is time for administrators and their staffs to begin to look at the whole picture as well as the bits and pieces. As long as PL 94-142 has initiated collaborative efforts why not now extend these collaborative efforts to include the community, other agencies, and a larger population of children. A Dean or Superintendent now has a reason to convene a faculty or staff for purposes of addressing broader issues and can extend the educational domain to include other disciplines (i.e., medicine, social work, etc.)

4. A logical, worthy, and powerful impact is needed. The schools' machinery for repair is deficient as indicated by recent minimum achievement test results in the State of Florida as well as in other states. The situation, at best, in many communities can be called unacceptable. If expected performance is not commensurate with students' opportunity and education presently afforded them, then the educational community must re-examine the structure, the content, the process, and the clients that it must serve. The earlier we intervene and enrich the life of the child in a specific manner the more promising the return in terms of performance and humanity.

Day care in and of itself is not the answer. Supervision and nutrition are not enough. Well-meaning and loving parents and para-professionals are not sufficient. Traditional early childhood approaches that do not take into consideration the needs of the disadvantaged child are not appropriate and labeling (special education) is not the concern.

Educational Awareness and Concerns in Title XX Legislation

1. The goals issued by HEW for special Title XX day-care funds include the following:

(a) Child

(1) Provide minimum levels of care to protect the child from developmental (physical, emotional, and cognitive) harm.

(2) Enrichment model (enhance development) which includes the above and one or both of the following objectives:
- short-term: preparing the child for the next level of development and/or critical periods of development
- long-term: breaking the cycle of dependency

(3) Provide care that is reasonably related to the age-specific needs of the children served.

(b) Family

(1) Pursue goals of Title XX:

.support services to seek or maintain self-sufficiency

.direct employment of welfare mothers

(2) Support services to dysfunctional families or families under extreme stress; support services to the typical family:

.enrichment model: comprehensive service to families, involve parents in enhancing the child's development;

.minimize developmental risk: insure the parent's role as primary guardian.

(c) Societal/community

(1) Ensuring parental choice among day-care services

(2) Maintaining continuities or reducing discontinuities in care provided to children and families (e.g., avoiding the creation of separate service systems, developing fee schedules that do not exclude children and families whose socioeconomic status has changed.)

2. The goals of the federal role is outlines as follows:

(a) Minimize inconsistencies across programs. (Do day-care goals conflict with the goals of other social services?)

(b) Respond to Congressional intent (public needs) and "interest representation."

(c) Promote efficient-effective-equitable administration.

(d) Minimize inappropriate infringement of states' rights.

(e) Promote HEW policy, if articulated.

3. The criteria indicated for determining the appropriateness of the regulatory requirements include:

(a) Do they promote one or more of the goals delineated above?

(b) Are they operational, measurable and enforceable? Who can do it most efficiently and effectively? -- States, parents?

(c) Can accountability for meeting the regulatory provisions be established?

(d) Can "appropriate" sanctions be applied or would other less direct models (e.g., guidelines, public education, technical assistance) be more "appropriate"?

It is evident that Title XX does provide for educational involvement. It appears that the range and scope of this involvement must be clearly delineated. There is an opportunity within Teacher Corps to examine different models through the utilization of or tie-in to this legislation where different combinations of professionals or disciplines have opportunities to work together. They can document the strengths and weaknesses of different approaches to human services delivery. The difficulty is in separating out the pieces of the existing structure for implementing this legislation and the mechanics of who in what state agencies decide in what manner education will be included. The following must be considered:

1. The federal guidelines indicate the parameters for program focus that the state and local education agencies have to deal with. There is provision made within this legislation for education.

2. The opportunity for educational involvement within the guidelines are then specified by the states.

3. How the funds are disseminated and the criteria for participation within each state needs to be clarified.

4. The line of power and how it is vested is probably the most important area of concern so that better decisions can be made about how to even get education included as a component in the local education agency plan.

If Teacher Corps does not get inovlved in serving the young, disadvantaged child and include this area as a component within its mandate and regulations, it risks being accused of not having the insight to impact significantly and early within the purview of prevention the very population that it is presently serving essentially through a philosphy and process of intervention and remediation. Prevention precedes intervention and remediation.

Teacher Corps because of its mobility, philosophy, diversity, distribution, and particularly its support network has the potential for providing linkages to other federal title programs. It is suggested that Title XX be a vehicle for developing an extension and expan-

sion of present Teacher Corps thrusts (i.e. CBTE, Diagnostic-Prescriptive Education, Community Involvement, Exceptional Child Component) to include the young, disadvantaged child. The impact potential lies in different areas of training, service, and research.

1. Teacher Corps can develop a rationale for identifying the potential of an extension service type of person, or a human service facilitator. This individual would link the community and the school with the available state and federal services in a manner that would enable them to form shared responsibility relationships in providing a truly community-based human services delivery system for the young child. This person could be critical in identifying and coordinating the segments that will best serve the needs of the children.

2. Teacher Corps can also extend its training potential to include in the training mandate another group of powerful human service individuals. The potential of paraprofessional and parent educators has been understated, underestimated, and underutilized. This entails more than developing modules for training paraprofessionals. It involves both a content and process model that would serve to include and link these individuals in all of the educational aspects of school and community life. Paraprofessionals, parents, and educators should be learning as well as working together.

Another service area that has not realized its potential is the parent-educator who presently is responsible for the young child in day-care, church, home, and other situations. They can do more to improve the quality of life of these children if only given a basis for understanding the critical skills needed for cognitive development and in effect school development in language, motor areas, etc. that are prerequisite to readiness (i.e. success in school tasks). Provision must be made for growth in the language areas particularly for those children who may need emphasis in this area and in cases where these developmental skills are deficient.

3. The educators in training will require expanded skills enabling them to deal with more than variability in school age students.

The new frontier in education,it appears from many indicators,is the young child and training for those who impact the young child. Young is defined as zero (the mother) through seven years of age. The new educators (those in training) have to experience more than students in traditional school settings. They have to experience the reality of life while simultaneously getting involved with the lives of the people (children and community) whom they will continuously serve. Training of all elementary teachers should include experiences in "early life": human growth and development, the pathology of learning, and in the community that provides the environment in which the child lives and grows. This is a particularly cogent area of potential impact for the Teacher Corps intern program.

4. The teachers of young children already in schools must develop skills enabling them to be more receptive to and better able to deal with the variability in their students. This variability did not begin at age 6. It is the nurture aspect of what determines variability that is part of what Teacher Corps is primarily all about. In order to fully understand the implications of variability, one must view it within the context of lifetime education with its concommitant knowledges and experiences. The knowledge and experience dimensions of individuals in the community and in formal education who are concerned with providing the best possible milieu for children developing their potential is of critical concern. It would appear that the whole concept of life time education is one that Teacher Corps should explore from a philosophical point of view and specify this concept for development in its planning for continuous training goals.

Florida: A Prototype of State Activities Related to Title XX

In 1975 the State of Florida enacted Section 230.2311, Florida Statutes as Amended by Chapter 74-284, Laws of Florida. The legislative intent included early childhood and basic skills development plans,

objectives and provisions. (See Appendix.) Early intervention as it relates to early childhood legislation appears to infer the following:

1. The intent of the Early Childhood legislation is to stress the mastery of basic skills in the primary grades. Inferred throughout is an emphasis on the early identification of potential deterents to this mastery and the early determination of individual abilities for learning. In order to accomplish this, primary level teachers must systematically and continuously evaluate children in order to plan activities which will meet individual needs at all development levels. Many school systems are working diligently to organize materials and develop a diagnostic-prescriptive management system to implement the intent of the legislation.

2. Also stressed in the law is the involvement of parents in classroom instruction and reinforcement. Many school systems are establishing the kind of rapport which has captured the spirit of commitment on the part of the parents. School districts are also in the process of initiating parent education programs in many of the elementary schools. Information for the parents of pre-school children is provided through materials such as booklets which contain activities which may help prevent some of the learning problems.

Dr. Jacquelyne J. Jackson, associate professor of medical sociology at Duke University at the National Conference on Social Policy in Washington in December, 1977, indicated among other things the following:

(a) She said the most important areas in which the government is shaping the family are education, employment, income, and health. Federal inroads in these areas during the past several decades have been enormous.

(b) Many of the preschool and early school educational programs funded by the federal government have been insufficient in terms of direct parent involvement and support. An expressed concern was, why so many parents are blamed for their children's educational deficiencies, while the responsibility of formally educating youth now lies directly in the hands of the government.

3. During needs assessments, it was found that different kinds of diagnostic inventories and activities were needed. Early Childhood personnel in school systems are offering assistance in supplying needed materials.

4. The private pre-schools are also involved in the thrust of basic skill development and early identification. Representatives from Head Start, Community Coordinated Child Care and other preschool centers must combine forces for the mutual benefit of all children.

Partially in response to this legislation as well as to other factors which included a basic need for early intervention programs to identify the disesteemed or high risk student, and a concern by counselor education with regard to its position in early childhood education, the State of Florida requested that a series of workshops entitled Intervention Through the Team Approach be designed and implemented.

Five regional workshops were set up by the State of Florida Department of Education. These workshops, were geographically distributed and involved 67 percent of the counties in the State of Florida. Approximately 700 educators participated in the program. In order to participate a school system had to send a team comprised of the Principal, Early Childhood Teachers, Counselor, Parent, Social Worker, Psychologist, and a Supervisor.

After the workshops the teams were obligated to go back to the schools and set up a system for identifying behavior and learning problems in children in the early grades and to modify and expand the curriculum. Through the brief workshop activities they gained enough information to be able to go back and add on to what they were already doing in more of a team approach than existed previous to these workshops.

Approximately three months later a follow-up workshop was held with the previous participants at which time they indicated the specific steps, both content and process, that had been accomplished to achieve the specified goals in the areas of early intervention. The participation developed very unique and creative approaches to the early intervention mandate.

A final end-of-year conference was held which included State Department representation from the various educational agencies as well as the State Superintendent of Schools, and a legislator who was primarily associated with educational programs in the State of Florida.

Conclusions

1. Some of the more cogent outcomes of this program were the following:

   (a) Several of the counties initiated programs which contained direct linkage with the home and day-care centers. Many of the school systems began to tie into the early childhood programs in the churches.

   (b) The teachers began to be more observant of the behavior of young children and more concerned about early childhood development. This program was implemented mainly by general educators who already had a solid foundation, but who needed to add on skills enabling them to identify and deal with the variability in the children in their classrooms.

   (c) It was felt by many that the program did a great deal in terms of prevention; that is, getting to children early enough, providing appropriate programs for them to the extent that many would not have to be labeled and then placed in special education situations.

   (d) Perhaps equally as important is the fact that teacher attitudes changed. A total school became concerned about providing for all of its children rather than just seeking those who would fit into special education programs.

   (e) An important part of this whole concept is the fact that parents were included from the beginning. They participated in the planning, in the activities, and in the evaluation. It is our opinion that without the support of the parents and their interpretation of what was happening to other parents, this program would not have had half the success that it did.

The community presently has primary physical responsibility in terms of time for the young child. The school has primary responsibility in terms of time for the "school age" child. Today the community is more or less included in the "doings" of schools in various degrees of inclusion (almost none, peripheral, to inclusion by mandate as in Teacher Corps). The school by the same token is for the most part

far removed from the kinds of educational practice that parents and others are involved in within the community. The school for the most part is a restricted environment in that its structure does not provide for true inclusion of community in the sense of ownership, power, planning, programming, and accountability. The schools may not see the community as part of its responsiblity and, therefore, do not see the need to extend its educational boundaries beyond present (K-12) classifications.

There is no neutral ground where school and community have equal power. The University can provide a neutral environment by orchestrating the elements that will result in more than just interface. Interface is a loose construct and does not imply collaboration and "buy in." It appears that the young child, and in effect all children, would benefit if the Teacher Corps program would require that the neutral environment should be clearly outlined and the process and content of the relationship explicitly stated. It is our contention that the vehicle for establishing this close interrelationship can include educational as well as total life services for the young learner.

Appendix

SECTION 230.2311, FLORIDA STATUTES
AS AMENDED BY CHAPTER 75-284, LAWS OF FLORIDA
Intent, Paragraphs 3,4,5, and 6

230.2311 Legislative intent; early childhood and basic skills development plans; objectives; provisions.

(1) It is the intent of the Legislature that the department evaluate and recommend possible restructuring of early childhood education in Florida in order to develop programs which will adequately meet the needs of each pupil. The Legislature recognizes that the early years of a pupil's education are crucial to his future, and that mastery of the basic skills of communication and computation is essential to the future educational and personal success of an individual. It is the further intent of the Legislature that the first priority of the public schools of Florida shall be to assure that all Floridians, to the extent their individual physical, mental, and emotional capacities permit, shall achieve mastery of the basic skills, including but not limited to, reading, writing, language arts, arithmetic, measurement, and problem solving. Early childhood and basic skills developemnt programs shall be made available by the school districts to all school age children, especially those enrolled in kindergarten and grades one through three and to Florida adults as the capacities of the programs permit.

(2) In implementing the intent of this section, each school district shall include a plan for early childhood and basic skills development programs in the planned school program and comprehensive educational plan required in ss 230.23(3), 230.33 (5), and 236.02 (7). The early childhood and basic skills development program component of the district comprehensive educational plan shall be developed cooperatively by school administrators, teachers, parents, and other community groups or individuals having an interest in the programs or having expertise in the field of early childhood education or basic skills development.

(3) Each district's plan for early childhood and basic skills development programs shall be based on guidelines prepared by the Department of Education pursuant to chapter 74-238, Laws of Florida, and shall be submitted to the department for review and comment. The objectives of each plan shall be to assure that:

(a) Each pupil is enrolled in a program to meet his individual needs.

(b) Each pupil shall achieve that level of mastery of the basic skills which his capacities will permit.

(4) The early childhood and basic skills development program plans shall include, but not be limited to:

(a) An increase in the number of adults assisting in the primary classroom, kindergarten and grades one through three, through use of teacher aides, parent volunteers, foster grandparents, paraprofessionals, or other similar personnel.

(b) Emphasis on instruction in basic skills including direct individual and small group instruction in reading and in computational skills.

(c) Use of personnel as described in paragraph (a) during instruction in computational skills and in reading skills.

(d) Fulfillment of the goals for education in Florida as adopted by the State Board of Education; provided that early childhood and basic skills development programs shall be the first priority of Florida public schools.

(e) Emphasis on an individualized diagnostic approach to instruction.

(f) Emphasis on the basic skills development of each child, with attention given to the emotional and social development of each child.

(g) Defined measurable program objectives.

(h) Assessment of educational needs.

(i) Pertinent demographic data and information about early childhood programs, such as children's centers, day care, pre-school, and child care programs in either the public or private sector, and the way in which such programs may be integrated or coordinated with the district program.

(j) Allocation and coordination of all district resources with the objectives of the plan.

(k) Staff development and inservice training, including a requirement that all teachers in the primary grades, kindergarten and grades one through three, be trained in the use of aides, volunteers, and paraprofessionals in the classroom; in the recognition of language arts and computational needs; and in the application of prescriptive techniques in meeting such needs. Starting July 1, 1976, each teacher shall receive such training as a condition of continued certification.

(l) Evaluation of the programs by the school board, school administrators, and teachers, and by parents and other appropriate lay groups such as school advisory committees established pursuant to s. 230.22.

(m) Use of parents in the classroom and for home visitations and parent education in order to strengthen the role of the family and the home in the education process and to develop a cooperative relationship between the family, the home, and the school.

The early childhood and basic skills development program shall be implemented by the 1976-77 school year.

(5) Each district school board, in cooperation with the teacher education centers established in ss. 231.600-231.610, and with the department of education, shall develop inservice training programs designed to enable teachers:

(a) To recognize language arts and computational needs.

(b) To apply prescriptive techniques in meeting such needs.

(c) To use aides, volunteers, and paraprofessionals effectively in the classroom.

(6) Each district school board, in cooperation with the department of education, shall develop training programs for teacher aides and other personnel who serve in the early childhood and basic skills development program.

Section 230.23, Florida Statutes - Powers and Duties of School Board. Paragraphs (o) and (p) are added to subsection (4) in this section.

Paragraph (o) requires school boards to adopt and execute a plan for early childhood and basic skills development which provides for an individual diagnostic approach to instruction in kindergarten through grade three. The program is to be designed so that every child will have opportunity to achieve that level of mastery in the basic skills which his physical, mental, and emotional capacities permit.

Participants

Larcy D. Jones
College of Social Work
Ohio State University
Columbus, Ohio

Ralph W. Colvin
Consultant
Washington, D. C.

Philip H. Mann
Special Education Training
& Technical Assistance Center
School of Continuing Studies
University of Miami
Coral Gables, Florida

Rose Marie McClung
Special Education Training
& Technical Assistance Center
School of Continuing Studies
University of Miami
Coral Gables, Florida

Facilitator

William L. Smith
Teacher Corps
400 Maryland Avenue, S. W.
Washington, D. C.